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Advisory Committee on Administrative and Budgetary Questions

Second to Fifth Reports on the Proposed Programme Budget for the Biennium 1994-1995 and Sixth to Eighteenth Reports on the Programme Budget for the Biennium 1994-1995

General Assembly
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NOTE

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DOCUMENT A/48/7/Add.1

Second report

Institutional and administrative arrangements governing the integration of UNDP/OPS in the Department for Development Support and Management Services

[Original: English]

[4 November 1993]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/48/502) regarding the arrangements governing the integration of UNDP/OPS (Office for Project Services of the United Nations Development Programme) into the Department for Development Support and Management Services (DDSMS) of the Secretariat. During its consideration of the report, the Advisory Committee received additional information from representatives of the Secretary-General and UNDP/OPS.

2. The integration of OPS in DDSMS as a two-way process was proposed by the Secretary-General in his report on revised estimates for the biennium 1992-1993. 1/ In the same report, the Secretary-General, inter alia, emphasized that "the transition to a new entity should be pursued in such a way as not to disrupt current activities or threaten their client bases"; 2/ the Advisory Committee underlines the continued validity of that provision. The Advisory Committee addressed the Secretary-General's proposal in its reports contained in documents A/47/7/Add.15 (paras. 28-31) and DP/1993/46 (paras. 17-22); in the Committee's opinion, the views expressed therein remain valid. In its resolution 47/212 B of 6 May 1993, the General Assembly noted that the modalities for the integration would first be considered by the Governing Council of UNDP and subsequently by the Assembly in the light of a report of the Secretary-General on the work of the task force established by the Secretary-General to review the procedures to be put in place for the incorporation.

3. The note by the Secretary-General on the work of the task force (DP/1993/70) was submitted to the Governing Council of UNDP in June 1993. In its decision 93/42 of 18 June 1993, the Council, inter alia, took note of the note and accepted the outlined modalities for the transfer of OPS subject to the requirements outlined in paragraph 5 of its decision and on the understanding that the modalities would be further clarified and solutions reached prior to the transfer. Those same requirements are cited in paragraph 3 of document A/48/502. In the same decision the Council requested the Secretary-General to address its concerns in the context of preparing and submitting the proposed programme budget and, in close cooperation with the Administrator of UNDP, to present detailed information by 1 September 1993 on the arrangements to be established with regard to personnel procedures. In addition, the Governing Council, taking into account the views expressed by the Advisory Committee in its report (DP/1993/46), stated that the date of 1 January 1994 should be regarded as a target date pending review by the General Assembly.

4. In its report in document DP/1993/46, the Advisory Committee had stated that the focus should be on an orderly and thorough review and resolution of the issues to be addressed prior to the implementation of the Secretary-General's proposal, and that the overriding consideration should not be a predetermined target date.

5. While not disputing that substantial work and negotiation between the involved parties has taken place in an attempt to resolve outstanding issues, the Advisory Committee sees that a number of key issues remain to be worked out. In that connection, and in response to its queries, the Advisory Committee was informed that three working groups had been established to deal respectively with portfolio merger, potential modification of financial regulations/rules and other administrative matters, including personnel administration, accounting, information systems, physical location and so on.

6. The Advisory Committee was further informed that it was assumed that the merger of the portfolios could be done by 1 January 1994 and that integration of recruitment, procurement and fellowship functions could also take place by that date. Personnel administration arrangements were reported to have been worked out. However, a number of pending issues remained, including the question of financial regulations/rules, procurement, reimbursement arrangements, the provision of central services, the establishment of reserve funds and all arrangements that will ensure that OPS will remain a self-financing entity, independent of the regular budget. The Secretary-General's proposals foresee the possible creation of appointment and promotion mechanisms and a project contracts committee or panel dedicated to United Nations/OPS matters that would be separate from those of the United Nations and UNDP; proposals to establish those bodies remain to be worked out. The pending issues, on which the Advisory Committee reserves its comments, are discussed in varying degrees of specificity in the report of the Secretary-General; in the absence of detailed financial information and staffing tables, the Advisory Committee was unable to satisfy itself that adequate and cost-effective financial and management controls are in place to ensure a smooth integration of OPS into DDSMS.

7. In the opinion of the Advisory Committee, the outstanding issues must be worked out in detail before any integration takes place; otherwise, the operations of OPS will, inevitably, suffer. In the circumstances, the Advisory Committee questions the viability of the 1 January 1994 date and cannot, at the present stage, recommend to the Governing Council and the General Assembly that the integration take place on that date. Rather, bearing in mind the fact that the integration should take place at the beginning of a calendar year (ibid., para. 22), the Advisory Committee recommends that the date of integration be 1 January 1995.

8. The Advisory Committee further recommends that the Secretary-General resubmit a report on the matter when all pending issues are resolved at the inter-organizational level. That report, in addition to providing sufficient details on all modalities and working arrangements, in particular those which remain to be resolved, should include an operational budget, based on the merger of the portfolios of UNDP/OPS and DDSMS, with a clear indication of the number and levels of staff and so on to be drawn from the existing UNDP/OPS and DDSMS. In this connection, the Committee notes that, in the proposed programme budget for the biennium 1994-1995, the Secretary-General noted that 55 posts were potentially slated for merger with OPS, but that the actual level of resources and number of posts would be determined later, after the organizational and working arrangements concerning the integration of OPS had been finalized. 3/ The Committee also recalls that in paragraph 30 of its report 4/ on the revised estimates for the biennium 1992-1993 which were submitted by the Secretary-General, it requested that his report on the modalities for the integration should include, inter alia, information on the projected magnitude of the portfolio of OPS and its internal organization.

9. Bearing in mind the timing of the regular sessions of the Governing Council and the fact that the Council will continue to approve the administrative budget of OPS, the report should be submitted no later than at the spring 1994 session of the Advisory Committee. That timing would also facilitate the Administrator's convening of informal consultations on the modalities, as called for in Governing Council decision 93/42, and would allow the Council to make, at its regular session, any appropriate recommendations on the modalities.

10. In the meantime, the Advisory Committee stresses the importance of ensuring that the management of OPS remain effective during 1994. It notes that at present it is being led by an Acting Director. Until the conditions are judged appropriate for its transfer to the United Nations, the Administrator of UNDP will remain ultimately responsible for its performance.

11. The Advisory Committee is well aware of the importance and urgency of this matter and remains ready to take it up at the earliest opportunity, upon submission of a full and complete report by the Secretary-General.

Notes

1/ A/C.5/47/88, paras. 101-103.

2/ Ibid., para. 102 (b).

3/ Official Records of the General Assembly, Forty-eighth Session, Supplement No. 6 (A/48/6/Rev.1), vol. I, para. 10.54.

4/ Ibid., Forty-seventh Session, Supplement No. 7 (A/47/7 and Add.1-17, document A/47/7/Add.15.

DOCUMENT A/48/7/Add.2

Third report

High-level posts

(Agenda item 121)*

[Original: English]

[17 December 1993]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on high-level posts (A/C.5/48/9 and Corr.1 and Add.1).

2. The Advisory Committee notes from paragraph 3 of the addendum to the report (A/C.5/48/9/Add.1) that the Secretary-General proposes to redeploy to the Department of Peace-keeping Operations a post at the Assistant Secretary-General level, currently in the Executive Office of the Secretary-General and occupied by the Chief of the Protocol and Liaison Service. This would give the Department of Peace-keeping Operations a senior structure of one Under-Secretary-General and two Assistant Secretaries-General. The functions of the Chief of the Protocol and Liaison Service would be exercised at the D-2 level with a post from within the existing staffing table of the Executive Office of the Secretary-General. The Committee shares the view of the Secretary-General that it is necessary to strengthen the senior management of the Department of Peace-keeping Operations to enhance its capacity to cope with the major increase in the range and scope of its responsibilities. As for the protocol and liaison post, the Committee recalls that in its first report on the proposed programme budget for the biennium 1986-1987, 1/ it recommended against reclassifying the D-2 post of the Chief of Protocol to the level of Assistant Secretary-General. In the circumstances, the Committee recommends approval of these proposals.

3. As indicated in paragraph 19 of his report (A/C.5/48/9 and Corr.1) with regard to the Department of Political Affairs, "in furtherance of an integrated approach, the Secretary-General proposes that the Department be headed by a single Under-Secretary-General supported by two Assistant Secretaries-General". The Advisory Committee is in agreement with this proposal. However, in order to give effect to the proposal, the Committee recommends that the additional Assistant Secretary-General post be accommodated through the downgrading of the Under-Secretary-General post proposed for abolition in paragraph 4 of the addendum to the Secretary-General's report, pending such action as the General Assembly may take with regard to the restructuring of the Department of Administration and Management (see para. 6 below).

4. As indicated in paragraph 8 of the addendum to his report, the Secretary-General proposes to establish a post at the Assistant Secretary-General level to provide for a senior manager for the United Nations Centre for Human Settlements (Habitat). The Advisory Committee recalls section I, paragraph 3 (c), of General Assembly resolution 47/212 B of 6 May 1993, which reads as follows:

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* Review of the efficiency of the administrative and financial functioning of the United Nations.

"Decides to defer action on the proposal of the Secretary-General to abolish the post of Under-Secretary-General of the United Nations Centre for Human Settlements (Habitat) and requests him to reconsider his proposal and to report in the context of the proposed programme budget for the biennium 1994-1995 on the future secretariat support arrangements for the United Nations Environment Programme and Habitat, including the question of separate senior management arrangements for Habitat, taking into account the views and recommendations of the Commission on Human Settlements, the Governing Council of the United Nations Environment Programme and the Economic and Social Council and the views expressed by Member States".

It is the view of the Committee that the Secretary-General's proposal regarding institutional arrangements at Nairobi is a policy question which requires an intergovernmental decision. In this connection, the Committee requests the Secretary-General to keep the proposal under review.

5. In paragraph 13 of his report, the Secretary-General proposes to leave two Assistant Secretary-General posts in the Department of Administration and Management. The Advisory Committee notes that one of the Assistant Secretaries-General would serve as Controller and oversee both the budgetary and the personnel functions of the Department and the other would oversee the functions relating to both conference services and general services. The Committee recalls section I, paragraph 3 (a), of General Assembly resolution 47/212 B, which reads:

"Decides to defer action on the proposal of the Secretary-General to abolish the four high-level posts in the Department of Administration and Management and, in this regard, requests him to reconsider his proposals relating to these posts with a view to ensuring that the most senior officials of that Department have a degree of authority that is equivalent to that of the most senior officials in other areas of the United Nations".

6. In this connection, the Advisory Committee observes that the Secretary-General has not explained fully why he has decided to retain two Assistant Secretary-General posts instead of four. The Committee is of the opinion that, by downgrading to the D-2 level the post of the head of the Office of Human Resources Management of the Secretariat, the Secretary-General does not meet the request contained in section I, paragraph 2, of General Assembly resolution 45/239 A of 21 December 1990 "to strengthen the role and emphasize the authority of the Office of Human Resources Management of the Secretariat in accordance with recommendation 41 of the Group of High-level Intergovernmental Experts to Review the Efficiency of the Administrative and Financial Functioning of the United Nations". Moreover, while under the Secretary-General's proposal the Controller would have line authority over the Office of Programme Planning, Budget and Finance in addition to supervising the Office of Human Resources Management, the precise nature of the functions of the second Assistant Secretary-General is unclear to the Committee. The Committee therefore recommends that the Secretary-General be requested to resubmit his proposals for the senior structure of the Department of Administration and Management, taking into account the relevant views and decisions of the Assembly and the need to elaborate upon and fully explain and justify these proposals.

7. The Secretary-General proposes to redeploy two D-2 posts to the Department of Administration and Management, one from section 3 (Political affairs) and the other from section 10 (Department for Development Support and Management Services) of the proposed programme budget (see paras. 4 and 7 of the addendum to the Secretary-General's report). These redeployments are intended to

compensate the two Assistant Secretary-General posts redeployed from the Department of Administration and Management. The Advisory Committee recommends that, pending such action as the General Assembly may take with regard to the restructuring of the Department of Administration and Management (see para. 6 above), sections 3 and 10 should remain unchanged.

8. In paragraph 9 (c) of the addendum to his report, the Secretary-General proposes to redeploy to the Department of Administration and Management posts and operational resources relating to the provision of secretariat services to the General Assembly and to the Security Council. Upon inquiry, the Advisory Committee was informed that all the "substantive reports" submitted to either the General Assembly or the Security Council would be prepared by the substantive departments concerned. In this connection, it is the view of the Committee that since the secretariat services of other intergovernmental policy-making organs of the United Nations like the Economic and Social Council have not been transferred, the functional basis for the transfer has not been consistently applied. The Committee was also informed that several tasks carried out in this unit involve substantive matters and, as such, require knowledge and experience in the political area. The Committee recommends that the Secretary-General should be requested to explain further the reasons for this proposal.

9. The proposal relating to the Office for Inspections and Investigations is outlined in paragraph 10 of the addendum to the Secretary-General's report. The Committee's recommendations on this proposal appear in its report (para. 18 of the annex to the present report) on the Secretary-General's report on the Office for Inspections and Investigations (A/C.5/48/42).

Notes

1/ Official Records of the General Assembly, Fortieth Session, Supplement No. 7 (A/40/7), para. 1.30.

DOCUMENT A/48/7/Add.3

Fourth report

Financing of the International Civilian Mission to Haiti

(Agenda item 122)*

[Original: English]

[17 December 1993]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/27), which provides information on the financial performance of the International Civilian Mission to Haiti (MICIVIH) for the period from 1 February to 31 December 1993 and the cost estimates for MICIVIH for the period from 1 January to 31 March 1994. During its consideration of the report, the Advisory Committee met with representatives of the Secretary-General who provided additional information to the Committee.

2. The Secretary-General estimates the cost for the period 1 January to 31 March 1994 at $5,936,400. Annexes IV and V to the Secretary-General's report provide a summary statement and supplementary information in respect of this estimate.

3. The Advisory Committee notes from paragraph 8 of the Secretary-General's report that, on the basis of an agreement entered into between the Organization of American States (OAS) and the United Nations, the latter would be fully responsible for costs of local staff engaged by the United Nations and by OAS, while OAS would assume full responsibility for the costs of all office accommodation, utilities and commercial communication required by the joint mission. This explains why the number of local level posts indicated in annex V to the Secretary-General's report under temporary posts is 254, instead of the previously authorized number of 127 which appears in annex I to the same report.

4. The Advisory Committee notes from paragraph 14 of the Secretary-General's report that although MICIVIH has suspended operation in Haiti since 15 October 1993 and evacuated international and national staff to Santo Domingo (except for a small core group), the cost estimates for MICIVIH for the period 1 January to 31 March 1994 were prepared on the assumption that the normal work would resume in Haiti at the beginning of December.

5. It is the view of the Advisory Committee that the events that have taken place in Haiti since 15 October 1993 will affect the operation of MICIVIH for the period from 1 January to 31 March 1994. For example, it is doubtful that all of the 188 international staff would be deployed as of 1 January 1994. It is also doubtful that, given the present circumstances, consultants would be required during that period. The implementation of public information and human rights education also assumes a normal operation of the Mission which at this stage is questionable.

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* Programme budget for the biennium 1992-1993.

6. Taking into account its observations, the Advisory Committee recommends that the estimate of $4 million for MICIVIH should be approved for the period 1 January to 31 March 1994. Should the Mission continue beyond 31 March 1994 and/or developments occur between January and March which require more resources, the Secretary-General could seek the concurrence of the Advisory Committee to enter into related commitments under the terms of the resolution on unforeseen and extraordinary expenses for the biennium 1994-1995 to be adopted by the General Assembly.

DOCUMENT A/48/7/Add.4

Fifth report

Revised estimates resulting from resolutions and decisions of the Economic and Social Council at its organizational and substantive sessions of 1993

(Agenda item 122)*

[Original: English]

[17 December 1993]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/19 and Corr.1), in which he submits revised estimates attributable to resolutions and decisions adopted by the Economic and Social Council at its organizational and substantive sessions of 1993. During its consideration of the above-mentioned report, the Advisory Committee met with representatives of the Secretary-General who provided additional information.

2. The Advisory Committee notes from paragraphs 2 and 3 of the Secretary-General's report that the total estimated requirements arising out of resolutions and decisions adopted by the Economic and Social Council amount to $1,755,900 for the year 1993 and $14,422,200 for the biennium 1994-1995, totalling $16,178,100, and that the total requirements cover both conference-servicing ($9,673,500) and substantive ($6,504,600) costs.

3. However, for reasons given in paragraphs 4 and 5 of the Secretary-General's report, no appropriation has been requested for conference-servicing costs nor against requirements for 1993. With regard to the substantive additional requirements for the biennium 1994-1995, the total amount is $5,657,500. Of this, an amount of $3,190,900 has already been requested in the proposed programme budget for the biennium 1994-1995. Consequently, total additional requirements for activities derived from legislative mandates not provided for in the proposed programme budget for the biennium 1994-1995 amount to $2,466,600. The table following paragraph 6 of the report indicates the budget sections against which the additional requirements are requested.

4. The Advisory Committee notes from paragraphs 44 to 52 of the report of the Secretary-General that an amount of $2,592,300 is requested for the biennium 1994-1995 for the implementation of Economic and Social Council decision 1993/254 of 28 July 1993 on the situation of human rights in Cambodia. As indicated in paragraph 52 of the report, the amounts requested are for items, such as salary and common staff costs ($2,105,900), general temporary assistance ($10,000), travel of the Special Representative ($100,000), travel of staff within Cambodia ($71,000) and operating expenses ($305,400). As indicated in the table following paragraph 6 of the Secretary-General's report, an amount of $2 million has been included for resource growth in section 21 (Human rights) of the proposed programme budget for the biennium 1994-1995 in relation to the new Economic and Social Council mandated activities. Thus, the total additional amount requested under section 21 would be $2,003,100.

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* Programme budget for the biennium 1992-1993.

5. The Advisory Committee, however, believes that the overall estimates for these items are high; there appears to be no proper justification provided for the amount of travel. The Committee also believes that some of the items, such as premises and office space, could be provided by the host country. No mention has been made of the terms and conditions of service and level of the Special Representative and whether the post would be filled on an "as required" basis.

6. In this connection, the Advisory Committee recalls that by a letter dated 2 September 1993, in which it had concurred in the Secretary-General entering into commitments in an amount not exceeding $288,000 for the financing of activities in 1993, it had also requested that the Secretary-General submit a report which, inter alia, would "present proposals for a continued United Nations human rights presence in Cambodia, its operational requirements, and an indication of the extent to which it could be integrated with other United Nations activities in Cambodia".

7. The Advisory Committee recommends that, at this stage, an amount of $550,000 be approved under section 21 of the proposed programme budget for the first six months of the biennium for the financing of activities relating to Economic and Social Council decision 1993/254, pending submission of a report as requested, including details on the Special Representative's post, as well as justification for the number and level of all other posts in terms of functions and workload.

8. With regard to the question of defraying travel costs of the representatives of Member States attending meetings of inter-sessional working groups of the functional commissions of the Economic and Social Council, as envisaged in paragraph 96 of the Secretary-General's report, the Advisory Committee points out that this procedure was also followed in respect of Council resolution 1992/18 of 30 July 1992.

9. The Advisory Committee was informed that, pursuant to Economic and Social Council resolution 1993/32 of 27 July 1993, in which the Secretary-General was requested to make available the necessary resources for the participation of the least developed countries in the regional preparatory meetings for the Ninth United Nations Congress on the Prevention of Crime and the Treatment of Offenders and the Congress itself, provision has been included in the proposed programme budget for the biennium 1994-1995 to enable such participation. The Committee recalls that, following a request by the General Assembly in its decision 46/450 of 20 December 1991, the Secretary-General submitted to the Assembly, at its forty-seventh session, a report on a review/evaluation of the current system of travel and related entitlements for members of organs and subsidiary organs. 1/ In the report guidance was requested of the General Assembly with regard to the issue of exceptional assistance to the least developed countries to enable them to participate in meetings of bodies whose members are not entitled to the payment of travel expenses. The Assembly has deferred consideration of that report. In the meantime and pending consideration of the report, the Assembly may wish, pursuant to Economic and Social Council resolution 1993/32, to grant an exception and approve that the travel expenses of representatives of least developed countries to the regional preparatory meetings for the Ninth Congress, and to the Congress itself, be defrayed.

10. As indicated in the table following paragraph 99 of the Secretary-General's report, additional requirements of $397,500 and $66,000, arising out of various resolutions and decisions adopted by the Economic and Social Council have been estimated against sections 8 (Department for Policy Coordination and Sustainable

Development) and 9 (Department for Economic and Social Information and Policy Analysis), respectively, of the proposed programme budget for the biennium 1994-1995. The Advisory Committee has no objection to these estimates by the Secretary-General.

11. Accordingly, the Advisory Committee recommends that, at this stage, the Fifth Committee take note of the estimate of $1,013,500 inclusive of the amount of $550,000 indicated in paragraph 7 above, on the understanding that such appropriations as may be necessary will be requested by the Secretary-General in the context of a consolidated statement of programme budget implications and revised estimates to be submitted to the General Assembly (see A/C.5/48/63).

Notes

1/ A/C.5/47/61 and Corr.1.

DOCUMENT A/48/7/Add.5

Sixth report

Financing for the expansion of the United Nations Observer Mission in South Africa

[Original: English]

[8 February 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the Secretary-General's report on financing for the expansion of the United Nations Observer Mission in South Africa (UNOMSA) dated 31 January 1994 (A/C.5/48/67). During the course of its consideration of the report, the Advisory Committee met with representatives of the Secretary-General, who provided additional information to the Committee.

2. The Advisory Committee recalls that UNOMSA was established in mid-September 1992 pursuant to Security Council resolution 772 (1992) of 17 August 1992 with a total strength of 50 civilian observers and 13 support staff. In February and September 1993, the Council authorized increments of 10 and 40 observers respectively, for a total complement of 100 observers. As shown in table 2 of the Secretary-General's report (ibid.), the current approved staffing table includes 116 international and 60 local staff.

3. For the initial phase of the Mission from mid-September to 30 November 1992, the Secretary-General had authorized commitments of up to $1 million under General Assembly resolution 46/187 of 20 December 1991 on unforeseen and extraordinary expenses for the biennium 1992-1993. Subsequently, for the period mid-September 1992 to 31 December 1993, the Assembly appropriated an amount of $13,044,900 under section 2 (Peace-keeping operations and special missions) of the programme budget for the biennium 1992-1993.

4. Following consideration of the Secretary-General's earlier report on the financing of UNOMSA, dated 18 November 1993 (A/C.5/48/28), the Advisory Committee in its report (A/48/745) recommended that the estimate of $8,994,100 for UNOMSA be approved for the period from 1 January to 31 July 1994, without prejudice to such decisions as the General Assembly might take on the mode of financing of UNOMSA. The Assembly, in its resolution 48/230 A of 23 December 1993, endorsed the recommendations of the Advisory Committee.

5. Subsequently, the Secretary-General in his report on the question of South Africa (A/48/845-S/1994/16), inter alia, proposed an expanded mandate and size for UNOMSA. In its resolution 894 (1994) of 14 January 1994, the Security Council stated as follows:

> "Having considered the request of the Transitional Executive Council that the United Nations provide a sufficient number of international observers to monitor the electoral process and to coordinate the activities of the international observers provided by the Organization of African Unity, the Commonwealth and the European Union as well as those provided by Governments, contained in the report of the Secretary-General, and accepting the need to respond urgently to this request,
>
> "Welcomes with appreciation the report of the Secretary-General and agrees with the proposals contained therein concerning the mandate and size

of the United Nations Observer Mission in South Africa, including the proposals for the coordination of the activities of the international observers provided by the Organization of African Unity, the Commonwealth and the European Union as well as those provided by any other intergovernmental organizations or Governments;".

6. On 21 January 1994, the General Assembly adopted resolution 48/233, in which, inter alia, it also welcomed the proposals contained in the Secretary-General's report (A/48/845-S/1994/16 and Add.1). The proposals in document A/48/845-S/1994/16 are summarized in paragraph 8 of document A/C.5/48/67. In this connection, the Committee notes from paragraph 80 of the Secretary-General's report (A/48/845-S/1994/16) that UNOMSA will have two operating arms:

"a Peace Promotion Division and an Electoral Division. The Peace Promotion Division will be headed by a D-2 reporting to the Deputy Special Representative. The work of the nine regional offices will be coordinated by that Division, and its teams will continue to follow rallies and other public events, investigate instances of intimidation and related complaints, continue to coordinate with the peace structures, and will expand its network of contacts to include the monitoring branch of IEC [Independent Electoral Commission]."

7. The Advisory Committee points out that, in view of the complexity of UNOMSA's task, the Secretary-General's report in document A/C.5/48/67 should have provided a clear explanation of the operational plan for UNOMSA. In this connection, the Committee believes that it would have been useful to include information in the document on the differing conditions in the mission area, especially with regard to infrastructure, communications and accommodation.

8. Pursuant to Security Council resolution 894 (1994), the Secretary-General, in his current report on the financing for the expansion of UNOMSA (A/C.5/48/67), presents supplementary estimates indicating that an additional appropriation of $33,440,900 will be required under section 4 (Peace-keeping operations and special missions) of the programme budget for the biennium 1994-1995 to cover the requirements of the expanded mandate and size of UNOMSA up to 31 July 1994.

9. The Advisory Committee was informed by the Controller that it is the Secretary-General's hope that the General Assembly will approve additional appropriations for the expanded mandate and size of UNOMSA. According to the Controller, this would permit assessments on Member States in accordance with financial regulation 5.2.

10. The Advisory Committee points out that, should the General Assembly decide that the expenses of UNOMSA should continue to be a charge on the regular budget, they will be met from the General Fund, which is financed from assessments that have been issued on an annual basis. In view of what is reflected in paragraph 9 above, a decision may need to be made on an exceptional basis with respect to the timing of additional assessments, taking into account the cash-flow situation. However, if the budget of UNOMSA is financed from a special account on the basis of the scale for peace-keeping operations, then, in keeping with current practice, an assessment will be levied immediately on Member States.

11. In paragraphs 29 to 33 of his report under consideration (A/C.5/48/67), the Secretary-General outlines the reasons for the action he believes would be required to be taken by the General Assembly in connection with the financing

for the expanded mandate and size of UNOMSA. The Advisory Committee recalls that, in paragraph 14 of its resolution 46/137 of 17 December 1991, the General Assembly requested the Secretary-General:

> "to establish, in accordance with United Nations financial regulations, a voluntary trust fund for cases where the requesting Member State is unable to finance, in whole or in part, the electoral verification mission and to propose guidelines for disbursements therefrom".

The Advisory Committee believes that there is a need for further policy clarification in this regard.

12. As outlined in annex I to the report, the Secretary-General's estimate for personnel costs for the Mission for the period from 1 January to 31 July 1994 amounts to $24,662,600, comprising international personnel ($14,019,100), general temporary assistance ($1,152,800), consultants ($100,000), travel on official business ($95,500) and volunteers and observers ($9,295,200).

13. Included in the amount of $14,019,100 for personnel costs, is an amount of $5,867,100 for the salaries of 311 additional international staff (232 Professional, 50 General Service, 22 Field Service, 7 Security Service). The Advisory Committee was not able to obtain definitive information on how many of the 311 additional staff would be from the Secretariat. The Advisory Committee points out, however, that on the basis of past experience the number is likely to be significant. Moreover, Professional posts whose incumbents are sent to UNOMSA will not be easily filled with replacements, given the lengthy recruitment procedures for the Professional category and the short duration of the Mission (six months). As for the General Service staff, the Advisory Committee is not convinced that their replacement will be necessary for the duration of the Mission.

14. In any case, the Advisory Committee points out that the costs of any replacements can probably be absorbed since the latest available information indicates a vacancy rate for the Professional category at 7.4 per cent, against a budgeted rate of 6 per cent, and 1.5 per cent for the General Service category, against a budgeted rate of 0.8 per cent.

15. An amount of $4,560,100 has been budgeted for common staff costs, including travel to and from the mission area, of which $2.5 million relates to common staff costs. The Advisory Committee understands that common staff costs estimates have been based on New York standard rates; there is, therefore, a possibility for savings depending upon the actual composition of the staff and the fact that short-term recruits may not be eligible for all of the benefits that comprise the common staff costs package.

16. An amount of $3,591,900 is estimated for mission subsistence allowance. The Advisory Committee understands that the daily rates used as the basis for this estimate do not take into account the different cost-of-living adjustments that may apply in urban and rural areas. The Advisory Committee is of the opinion that more than one subsistence allowance calculation should be taken into consideration.

17. Apart from the comments the Advisory Committee has made in the foregoing paragraphs with regard to the calculation of the costs of the 311 proposed additional international staff, the Committee also expresses its concern at the high level of many of the additional Professional posts being proposed and the large number of General Service staff proposed to be recruited internationally.

In this connection, the Advisory Committee believes that the additional international General Service staff should not exceed the 20 who are to be provided from within existing United Nations staff resources; the remainder should be recruited locally. With regard to the 7 security staff (see para. 13 above), the Advisory Committee understands that they will be provided from existing United Nations staff and that they will not be replaced during the mission period.

18. The Secretary-General estimates a requirement of $9,295,200 for volunteers and observers for the Mission. This would include the costs for 200 United Nations Volunteers (UNV) for a period of 2 months and 1,288 electoral observers, including travel and subsistence for the observers, for a 10-day period during the elections. The Advisory Committee believes that travel costs for observers may be overstated both with regard to the number of travel days estimated and the level of the allowances.

19. The Advisory Committee also believes that, given the fact that there will be a large number of other personnel in the mission area involved in similar activities, the duration of the services of UNVs and/or other staff performing similar functions could be decreased, with a consequent reduction in the financial requirement. The Committee was provided with information that indicates that the United Nations was establishing an all-inclusive monthly duty allowance payable to all UNV specialists regardless of the location of their duty stations in South Africa. The Committee understands that the establishment of this allowance increases the costs for UNVs, although the use of UNVs would still be cost-effective compared to other United Nations and international personnel. The Advisory Committee has consistently encouraged the use of volunteers. However, the increased costs for UNVs are of concern to the Committee, and it intends to revert to this issue for a more detailed review and consideration of the use of and cost for UNVs.

20. Operational costs amount to $8,778,300, including rental and maintenance of premises ($158,500), vehicle operation ($4,044,500), rental of aircraft ($1,227,700), commercial communications ($503,700), acquisition of communications equipment ($1,124,300), miscellaneous services ($115,000), freight and related charges ($220,000), public information activities ($300,000), supplies and materials ($157,900) and office furniture and equipment ($926,700).

21. From the information provided, the Advisory Committee believes that maximum efforts should be made to encourage the host Government to provide financial and material support for UNOMSA. For example, the authorities could be requested to provide assistance with respect to communications and communications equipment, premises, public information activities and even personnel such as drivers. The Advisory Committee requests that the possibility of renting some of the communications equipment be explored. With regard to premises, the Advisory Committee recalls from paragraph 9 of its last report on UNOMSA (A/48/745) that negotiations were under way to obtain premises at reasonable cost. The Committee understands that these negotiations are still in progress. The Committee reiterates its expectation that every effort will be made to seek the Government's assistance in procuring office space with minimum charge to the United Nations.

22. It was unclear to the Advisory Committee the extent to which the other international and regional organizations being coordinated by the United Nations could be expected to share some of the costs of transportation and related items. Every effort should be made to ensure that each of the participating

organizations bears its own expenses. An attempt should also be made to explore the possibility of borrowing data-processing and office equipment from other United Nations missions in view of the short duration of the Mission.

23. The Advisory Committee believes that the requirements for the number of vehicles as indicated in the report, especially with regard to the ratio of vehicles to staff, are high. The Committee also believes that the estimated rental costs are exorbitant. In any case, the Advisory Committee trusts that every effort will be made to negotiate rental contracts on favourable terms to the United Nations. The Committee expects that existing regulations with regard to the private use of United Nations vehicles will be strictly enforced.

24. The Advisory Committee was informed that the Trust Fund established for financing the participation of observers from African and developing countries had not received any contributions; however, a meeting with donors was scheduled for 7 February 1994. The Advisory Committee trusts that contributions will be forthcoming from donors. In the same vein, the Advisory Committee was further informed that, in view of the cash-flow situation of the United Nations, the Secretary-General would welcome any type of financial support in voluntary contributions and cash advances to provide short-term financing of the costs of the Mission.

25. In view of its observations and comments in paragraphs 13 to 19 and 21 to 23 above, the Advisory Committee recommends that an amount of $30,040,900 be approved for the expansion of UNOMSA for the period 1 January to 31 July 1994.

DOCUMENT A/48/7/Add.6

Seventh report

Conditions of service and compensation for officials other than Secretariat officials - Members of the International Court of Justice

[Original: English]

[31 March 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on conditions of service and compensation for members of the International Court of Justice (ICJ) (A/C.5/48/66). Pursuant to General Assembly resolution 45/250 A of 21 December 1990, the report reviews not only the salaries of the members of the Court, but also the allowances and compensation provided for in Article 32, paragraphs 2 to 4, of the Statute of ICJ, and the retirement pensions given to members of the Court. During its consideration of the question, the Advisory Committee met with the representatives of the Secretary-General and the Court, who provided additional information.

2. Remuneration of members of the Court, with background information, is discussed in section II of the Secretary-General's report (paras. 3-10); the discussion is supported by tables 1 (changes in remuneration of members of the Court, Secretariat officials and members of United Nations bodies, 1991-1993) and 2 (movement in gross emoluments of officers of national judiciaries, the Court of the European Communities and the Islamic Republic of Iran-United States Claims Tribunal, 1991-1993) as well as information on other benefits given (para. 9 of the Secretary-General's report). In paragraph 10 of his report, the Secretary-General states, inter alia, that "a communication from the members of the Court has been received proposing that the annual emoluments of the members of ICJ of $145,000 be maintained in real terms" and he proposes, therefore, that the emoluments of the members of the Court be increased from $145,000 to $154,425 per annum to reflect a 6.5 per cent increase in the cost of living from January 1991 to August 1993.

3. In this connection, the Advisory Committee recalls the observations and recommendations made during its last triennial review of the subject in December 1990. As reflected in paragraphs 12 and 13 of its eleventh report on the programme budget for the biennium 1990-1991, 1/ the Advisory Committee agreed with the Secretary-General's conclusion that a structural change in the level of the emoluments of the members of the Court was justified at that time and recommended that the annual salary of members of the Court be set at $145,000, effective 1 January 1991, with the next review to take place no later than three years from 1 January 1991. While agreeing to an increase in the annual salary of members of the Court from $101,750 to $145,000 (i.e. 42.5 per cent growth), the Committee recommended that "there would be no cost-of-living adjustment or supplement as is currently the case. Nor would there be a post adjustment factor ...".

4. The Advisory Committee believes that the current review should take into account all relevant factors, including not only cost-of-living increases but also fluctuations in the relationship of the United States dollar to the Netherlands guilder, bearing in mind that, while salaries are stated in United States dollars, they are paid in guilders. The Committee's analysis shows that

the strengthening of the United States dollar vis-à-vis the guilder has more than offset the increases in the local cost of living during the period in question. Under the circumstances, the Advisory Committee is of the opinion that at this stage the annual salary of members of the Court should be maintained at its current level of $145,000. The Committee recommends that the next review take place in two years and that it be carried out thereafter on a biennial basis.

5. In this connection, the Advisory Committee recalls that, in the same report, it had recommended that "a measure of protection against currency fluctuation should be provided, through the application of a local currency floor and ceiling measure, similar to that now in place". 2/ The Committee recommends continuation of this arrangement, as proposed in paragraph 15 of the Secretary-General's report.

6. Section IV of the Secretary-General's report (paras. 16-21) deals with special allowances of the President and of the Vice-President when acting as President. The Secretary-General indicates in paragraph 21 of his report that, on the occasion of the 1990 review, he proposed, in the light of movements in annual base salary and taking into account the cost of living at The Hague, to increase the special allowances to $20,000 per year and $115 a day ($11,500 maximum). The Secretary-General justifies the renewed proposal by the fact that "the calls on these allowances have increased commensurate with the rapid increase in the case-load of the Court". No additional new information was provided in order to justify the proposal. The Advisory Committee recalls that it recommended that the special allowances should not be increased. The Committee maintains its position on the subject.

7. In paragraph 30 of his report, the Secretary-General proposes that, as was similarly decided by the General Assembly in its resolution 45/250 C of 21 December 1990, the increase in the level of the education grant, including that for disabled children, applicable to staff in the Professional and higher categories by Assembly resolution 47/216 of 23 December 1992, should be extended, under the same conditions, to the members of the Court. The Secretary-General also suggests that provision continue to be made for one return journey per year from the place of scholastic attendance when outside the Netherlands, to The Hague. The Advisory Committee recommends that these proposals be approved. However, the Committee does not support the proposal contained in paragraph 31 that any changes in the grant consequent upon the 1994 review should be applied to the members of the Court on a provisional basis, until the next review of emoluments and conditions of service of members of the Court. In view of the recommendation of the Committee contained in paragraph 4 above that the conditions of service of the members of ICJ be carried out on a biennial basis, should there be a need to adjust the level of education grant to the level approved by the Assembly, this question should be considered in the framework of the next review of the conditions of service of the judges.

8. The question of pensions is discussed in section VII of the Secretary-General's report; as stated therein, "it is the conclusion of the Court that the pre-1991 regime under which pensions reflected a percentage of salary should be restored. Judges who have served a full term should receive 50 per cent of their salary and judges who have served two full terms should receive two thirds of their salary". The Secretary-General's position on this conclusion of the Court is outlined in paragraph 37, namely that "it would be appropriate for the pension of the members of the Court to be established by direct reference to national and international judiciaries, and hence to annual salaries". Paragraph 38 of the report contains additional information on the proposal. The

Secretary-General has also proposed that surviving spouses receive a pension of 60 per cent of the spouse's pension and that, in the case that a surviving spouse remarries, that spouse be paid a lump sum equal to twice the amount of the spouse's current annual benefit, as a final settlement.

9. As indicated in paragraph 3 above, in its last review of the conditions of service of the judges, which took place in December 1990, the Advisory Committee had recommended a significant increase in the annual salary of the members of the Court. In order to avoid a disproportionate increase in pension, the Committee recommended that the pensions of the judges should no longer be expressed as a percentage of base salary and should rather be set at $50,000 a year (a 22 per cent increase). The Advisory Committee believes that at this time it is not necessary to recommend a change in the pension entitlements of the members of the Court.

10. In view of the above comments and observations, the Advisory Committee recommends that the General Assembly approve the proposal on the education grant contained in paragraph 30 of the report of the Secretary-General and the related additional requirements of $30,000 for the biennium 1994-1995. The Advisory Committee concurs with the Secretary-General that these additional requirements relate to inflation and should be treated outside the procedures related to the contingency fund, as provided for in section C, paragraph 11, of annex I to General Assembly resolution 41/213 of 19 December 1986.

Notes

1/ Official Records of the General Assembly, Forty-fifth Session, Supplement No. 7 (A/45/7 and Add.1-14, and A/45/7/Add.15), document A/45/7/Add.10.

2/ Ibid., para. 13.

DOCUMENT A/48/7/Add.7

Eighth report

Special representatives, envoys and related positions

(Agenda item 138 (a))*

[Original: English]

[31 May 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/26) concerning special representatives and envoys. The addendum to that report (A/C.5/48/26/Add.1) provides an update of the information included in the annex to the report. During the consideration of the report by the Advisory Committee, the representatives of the Secretary-General provided additional information to the Committee.

2. As reflected in paragraph 3 of the report of the Secretary-General (A/C.5/48/26), the designation of special representatives and envoys can be grouped in the following three categories:

(a) Special representatives and other high-level positions in peace-keeping or observer missions authorized by the Security Council;

(b) Envoys appointed to assist the Secretary-General in the exercise of his good offices and related functions;

(c) Other special high-level positions, including Special Advisers to the Secretary-General.

3. As indicated in the addendum to the report of the Secretary-General (A/C.5/48/26/Add.1), as at 29 April 1994, there were 40 high-level positions of special representatives, envoys and advisers (21 at the Under-Secretary-General level and 19 at the Assistant Secretary-General level). The Advisory Committee understands that all 40 officials report directly to the Secretary-General. Twenty-three officials are assigned to peace-keeping missions (7 at the Under-Secretary-General level and 16 at the Assistant Secretary-General level), 13 officials performing good offices or related functions (10 at the Under-Secretary-General level and 3 at the Assistant Secretary-General level) and 4 officials at the Under-Secretary-General level assisting the Secretary-General in various capacities. Out of the total of 40 special representatives, envoys and advisers appointed at the Under-Secretary-General or Assistant Secretary-General levels, 4 officials assist the Secretary-General on the basis of $1-a-year honorarium and/or reimbursement of travel expenses, and one official does not receive any remuneration.

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* Administrative and budgetary aspects of the financing of the United Nations peace-keeping operations: financing of the United Nations peace-keeping operations.

4. The report of the Secretary-General does not include information on special representatives, envoys and advisers appointed at the D-2 level and below. Upon inquiry, the Advisory Committee was informed that not included in the report was a position of the Special Representative of the Secretary-General to the Movement of Non-Aligned Countries. The Committee is not in a position to indicate, at the present stage, whether or not there are other special representatives at the D-2 level and below appointed to other entities. The Committee regrets the lack of information in this respect and requests that the Secretary-General include information on posts and positions of special representatives, envoys and advisers at all levels in his report to be provided in the context of the recommendations contained in paragraph 16 below.

5. The Advisory Committee notes that the number of high-level positions of special representatives, envoys and advisers of the Secretary-General has increased substantially over a relatively short period of time. While the Committee recognizes the prerogatives of the Secretary-General to make appointments to the established posts of special representatives, envoys and advisers, it points out that current financial regulations and budgetary procedures should be fully complied with. In this connection, the Committee requests the Secretary-General to continue his efforts to define functions and responsibilities more clearly with a view to avoiding any possible duplication with those of existing high-level posts. The Committee requests the Secretary-General to provide to the General Assembly at its forty-ninth session, in the context of the request contained in paragraph 16 below, additional information on the total number of all special representatives, envoys and advisers serving for any duration in the period from 1990 to 1994 and the related means of financing such posts and positions.

6. The majority of high-level positions (23) referred to in the report of the Secretary-General are in peace-keeping or observer missions that have been authorized by the Security Council (category (a) as per the classification outlined in paragraph 3 of the report of the Secretary-General). The Advisory Committee notes the Secretary-General's statement in paragraph 4 of his report, that:

> "While these positions have been required in the past, the last two years have witnessed a major expansion of the demands placed on the Organization in this respect, in terms of both the number of such missions and their complexity and scope."

Upon inquiry, the Advisory Committee was informed that, on an annualized basis, the total budgeted remuneration in this category of high-level positions amounts to approximately $4.3 million.

7. The Advisory Committee points out in this connection that support costs, such as secretarial assistance, travel, communications, rental of office space and so on provided to all three categories of high-level appointments, are not included in the estimates (see para. 6 above and paras. 13 and 14 below). The Advisory Committee recommends that the estimates for such associated costs be standardized to the extent possible and be provided in future submissions along with the estimated costs of remuneration.

8. The appointments to high-level positions in peace-keeping or observer missions should be made by the Secretary-General in accordance with the relevant staffing tables included in the budgets approved by the General Assembly after review by the Advisory Committee and the Fifth Committee. The Advisory Committee welcomes the intention of the Secretary-General "to provide a full

description of the functions and responsibilities envisaged for such posts in the context of the structure of each mission" (A/C.5/48/26, para. 17).

9. Upon inquiry, the Advisory Committee was informed that out of the total of 23 high-level positions in peace-keeping or observer missions authorized by the Security Council, 19 posts are filled by officials who hold fixed-term contracts, 3 officials are appointed on a "when actually employed" basis and 1 post of Chief of Staff of the United Nations Truce Supervision Organization currently remains vacant.

10. The Advisory Committee was also informed that the "when actually employed" appointment may represent a few days or a few months when the nature of the assignment requires the official to work full time for that period. Such appointments have a time-limit (usually one year). The designation of the "when actually employed" status is in no way meant to imply that the functions and responsibilities should be limited in any way; it simply reflects the contractual status of the employee. As stated in paragraph 16 of the report of the Secretary-General:

> "Appropriate emoluments are determined in accordance with the Staff Rules and Regulations and, in cases where the mission or assignment is for a limited duration, these entitlements are prorated for the length of employment".

11. Upon inquiry, the Advisory Committee was informed that the calculation of the daily salary was based on 21.75 working days per month or 261 days per year. In the United Nations this represented the standard for an employee who works on a 12-month basis. The Advisory Committee does not believe that the factor of 261 days should be used for determining daily salary of officials who work on a "when actually employed" basis. The Committee recommends that 365 days be used for the calculation of the daily salary of high-level officials working on a "when actually employed" basis.

12. The appointments in category (b) relate to envoys of the Secretary-General in the exercise of his good offices and related functions. As stated in paragraph 7 of his report:

> "The number of situations where the United Nations and its Secretary-General have been called upon to assist Member States has considerably increased during the last two years, resulting in a corresponding increase in the number of such appointments."

13. The Advisory Committee was informed that within this category of high-level positions five officials are appointed on a "when actually employed" basis, three officials hold fixed-term contracts, three officials assist the Secretary-General on a $1-a-year basis, one official is employed on a special service agreement and one official does not receive any remuneration. Upon inquiry, the Committee was informed that, on an annualized basis, total budgeted remuneration of officials in this category of high-level positions amounts to approximately $1.3 million (see para. 7 above).

14. In paragraph 12 of his report, the Secretary-General indicates that category (c) of high-level positions represents a small number of eminent and highly experienced officials appointed by the Secretary-General (all at the Under-Secretary-General level) to assist him directly in the discharge of certain aspects of his responsibilities. Assignments within this category are normally of a temporary or time-bound nature and some of the officials concerned

may be entrusted with a number of different responsibilities, including functions in connection with the Secretary-General's exercise of his good offices and related functions. Upon inquiry, the Advisory Committee was informed that within this category of high-level positions three officials held fixed-term contracts with the Organization and one official advised the Secretary-General on a $1-a-year basis. On an annualized basis, the total budgeted remuneration was estimated by the Secretary-General at approximately $680,000 (see para. 7 above).

15. The Advisory Committee understands that provisions of the United Nations Staff Regulations and Rules apply to officials appointed to high-level positions who hold fixed-term contracts with the Organization. However, the Advisory Committee was not in a position to ascertain to what extent provisions of the Staff Regulations and Rules apply to officials appointed on a "when actually employed" basis or who have other forms of contractual arrangement with the United Nations (i.e. special service agreement, $1-a-year honorarium or no remuneration). Among the issues that also need to be addressed is the question of ensuring impartiality of those officials who, while representing the Secretary-General, also continue responsibilities in another capacity (e.g. who continue to serve or represent their Governments).

16. The Advisory Committee recommends that these matters be clarified as soon as possible and that such special guidelines as would need to be applied to these types of contractual arrangements be proposed to the General Assembly. The proposals of the Secretary-General in this regard should contain a set of objective criteria for determining the level of such positions and the form of remunerations to be used. Furthermore, the Secretary-General should also report on the implementation of paragraph 1 of Article 100 of the Charter of the United Nations and the relevant provisions of General Assembly resolutions 41/213 of 19 December 1986 and 46/232 of 2 March 1992 (see also paras. 4 and 5 above).

17. The Advisory Committee welcomes the intention of the Secretary-General "to consult and inform Member States in a timely and effective manner" (A/C.5/48/26, para. 19) in respect of all the positions described in his report. In this connection, the Committee recommends that the establishment of all high-level positions of special representatives, envoys and advisers that are not against established or temporary posts considered and approved by the General Assembly under the regular budget or in the context of its consideration of the financing of peace-keeping operations (including through the support account) be made in accordance with the relevant financial regulations and rules and with the prior concurrence of the Committee. In accordance with the terms of section II, paragraph 2, of Assembly resolution 35/217 of 17 December 1980, the Committee already considers requests of the Secretary-General concerning extrabudgetary posts at the D-1 level and above. Furthermore, prior concurrence of the Committee should be sought in those cases where use of existing posts or positions is contemplated to accommodate functions that are different from those which were envisaged when those posts or positions were initially approved. The Committee recommends that the Assembly take note of the annex to the addendum to the report of the Secretary-General. The Committee also recommends that the Secretary-General include in his annual publication of the list of staff issued in accordance with Assembly resolution 47/226 of 8 April 1993 the names of all officials appointed by him as his special representatives, envoys or advisers.

DOCUMENT A/48/7/Add.8

Ninth report

Revised estimates under sections 3 (Political affairs) and 8 (Department for Policy Coordination and Sustainable Development): Africa's critical economic situation, recovery and development

[Original: English]

[2 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/74) relating to Africa's critical economic situation, recovery and development. During its consideration of the question, the Advisory Committee met with representatives of the Secretary-General, who provided additional information.

2. By its resolution 46/151 of 18 December 1991, the General Assembly adopted the United Nations New Agenda for the Development of Africa in the 1990s, as set out in the annex to the resolution. In paragraph 3 of his report, the Secretary-General states that, following the adoption of resolution 46/151, programme 45 (Africa: critical economic situation, recovery and development) of the medium-term plan for the period 1992-1997 was revised to integrate fully all elements of the New Agenda.

3. The Advisory Committee notes from paragraph 4 of the Secretary-General's report that, following the restructuring of the Secretariat in the course of the biennium 1992-1993, the Office of the Special Coordinator for Africa and the Least Developed Countries was established within the Department for Policy Coordination and Sustainable Development.

4. The Advisory Committee notes that the General Assembly, in the context of its approval of the programme budget for the biennium 1994-1995, approved the activities and resources for the programme in the amount of $3,102,400 under section 8 (Department for Policy Coordination and Sustainable Development) of the budget.

5. As indicated in paragraph 1 of the Secretary-General's report, in section II, paragraph 19, of its resolution 48/228 A of 23 December 1993, the General Assembly requested the Secretary-General to consider the creation of a new budget section relating to the New Agenda with recommendations for additional resources and to report thereon to the General Assembly at its resumed forty-eighth session. For the reasons given in paragraph 5 of his report, however, it is stated that "the existing arrangements, therefore, would appear to be the most effective, and it would seem desirable to maintain them. The issue should be looked at again at a later stage in the light of review of the implementation of programme 45 by the Committee for Programme and Coordination, which will undertake an in-depth evaluation of the programme in 1996."

6. While noting the reasons given by the Secretary-General in favour of maintaining the current arrangements, the Advisory Committee is of the opinion that there are a number of shortcomings in his report. In the first place, the proposals are not submitted in their proper context. The report does not explain how the New Agenda, which derives from General Assembly resolution

46/151, is being implemented by the Secretariat, nor does it contain a clear indication of the role of section 8 in the implementation of that Agenda.

7. The Advisory Committee points out that the New Agenda has system-wide implications and is financed from throughout the budget and through extrabudgetary resources as well. The Committee believes that the objectives set out in section II, paragraph 19, of General Assembly resolution 48/228 A should have been addressed in the report of the Secretary-General in all their aspects. Specifically, the report should have addressed the question of whether Assembly resolution 48/228 A could require the incorporation of all activities throughout the budget related to the New Agenda. In that case resources would have to be transferred to the new section from a variety of other sections.

8. In this connection, the Advisory Committee points out that, although the United Nations has a "programme" budget, it is generally along the lines of organizational units. This being the case, it is the view of the Advisory Committee that if, in requesting the Secretary-General to consider the establishment of a new budget section, the intention of the General Assembly was to incorporate in it all activities relating to the New Agenda, then this would require a substantial change in existing budgetary procedures by establishing a budget section that cuts across organizational lines. The Secretary-General should analyse the implications of the above and report to the General Assembly for a policy decision.

9. In paragraph 6 of his report, the Secretary-General outlines the additional activities to be undertaken under programme 45. The Advisory Committee notes that a number of these additional activities are intended to implement the Tokyo Declaration. 1/ In this connection, the Committee recalls that the General Assembly, in paragraph 25 of its resolution 48/214 of 23 December 1993, requested:

> "Governments and organs, organizations and bodies of the United Nations system and intergovernmental and non-governmental organizations, within their respective spheres of competence, to take appropriate measures in order to implement the commitments contained in the Tokyo Declaration of 6 October 1993, and to take other initiatives, as may be necessary, with the participation of interested parties from Africa and the international community, to ensure an effective follow-up of the Tokyo International Conference on African Development."

The Advisory Committee also observes that some of these activities are similar to the operational activities undertaken by agencies such as the United Nations Development Programme and the United Nations Conference on Trade and Development. In this connection, the Committee trusts that efforts will be made to avoid duplication. Additional information on the relationship of these activities to the commitments referred to in the Tokyo Declaration would have been useful.

10. The Advisory Committee notes that an amount of $428,500 has been proposed as additional resources to be met from within the overall 1994-1995 appropriation through redeployment from the programme under section 3 (Political affairs) of the budget dealing with the elimination of apartheid.

11. In this connection, the Committee observes that, while political developments have taken place in South Africa, the General Assembly has not yet taken a decision to reduce the activities in section 3. In this connection, the Advisory Committee recalls what it had noted in paragraph 12 of its first report

on the proposed programme budget for the biennium 1994-1995 2/ that "in a number of programmes, it is possible that the mandates relating to certain policy-making organs and the substantive activities undertaken under their direction will be terminated or substantially changed during the biennium 1994-1995". The Committee reiterates its opinion that, in such circumstances, "the Secretary-General should report as soon as possible on the use of any resources no longer required for their original purpose".

12. The Advisory Committee therefore recommends that the Secretary-General, at the present stage, be authorized to enter into commitments under section 8 of the programme budget for the biennium 1994-1995 not exceeding $428,500; the question of any necessary additional appropriation and of any necessary transfer of resources can be determined in the context of the performance report. The Committee trusts that every effort will be made to ensure that staff resources authorized by the General Assembly for the Office of the Special Coordinator for Africa and the Least Developed Countries are in place and are used to the maximum extent.

13. The General Assembly may wish to request the Secretary-General to submit a further report on this matter, which would take into account any further policy guidance it may wish to give and would address the concerns raised by the Advisory Committee above, and in particular in paragraph 8.

Notes

1/ Declaration adopted at the International Conference on African Development, held at Tokyo on 5 and 6 October 1993.

2/ Official Records of the General Assembly, Forty-eighth Session, Supplement No. 7 (A/48/7).

DOCUMENT A/48/7/Add.9

Tenth report

United Nations telecommunications system

[Original: English]

[7 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the United Nations telecommunications system (A/C.5/48/11 and Add.1). During the course of its consideration of the report the Advisory Committee met with representatives of the Secretary-General, who provided additional updated information. Subsequently, the Secretary-General submitted a revised report (A/C.5/48/11/Rev.1 and Corr.1).

2. The United Nations telecommunications system was established pursuant to General Assembly resolution 240 (III) of 18 November 1948. At its thirty-ninth session, by resolution 39/237 A of 18 December 1984, the General Assembly, on the recommendation of the Advisory Committee, approved the development of an enhanced communications network for the United Nations.

3. The Advisory Committee recalls that the Secretary-General, in his report to the General Assembly at its forty-sixth session, 1/ had presented a description of the existing telecommunications facilities in the United Nations together with a detailed strategy for future developments. In its resolution 46/185 B of 20 December 1991, the Assembly, inter alia, took note of the report of the Secretary-General and endorsed the comments and recommendations of the Advisory Committee contained in its report. 2/

4. The Advisory Committee had indicated that the operational arrangements for implementation of a private global network needed to be further developed together with detailed cost estimates. Subsequently therefore, in April 1993, the Secretary-General submitted a report to the Advisory Committee 3/ proposing a satellite backbone network. The Advisory Committee, in its response to that report, while welcoming the benefits outlined in it by the Secretary-General, indicated that final approval of the proposals would have to be sought from the General Assembly at its forty-eighth session. The text of the Advisory Committee's response is attached as annex I to the present report.

Present status of the United Nations telecommunications network

5. In paragraph 8 of his report (ibid.) the Secretary-General describes the existing United Nations telecommunications network, which basically consists of two parts. The first part consists of a series of commercially leased alternate voice and data (AVD) circuits and digital circuits for integrated voice and data services, as well as the use of commercial facilities through major carriers, including the facilities of the International Maritime Satellite Organization (INMARSAT). The second part comprises United Nations-owned satellite Earth stations ranging from 1.8 to 11 metre antennae, with circuits operating under a lease agreement with the International Telecommunications Satellite Organization (INTELSAT).

6. In March 1993, an amendment to the agreement for the leasing of space segment capacity authorized the expanded use of INTELSAT satellites by the United Nations. As a result, using its own network, the United Nations is in a position to provide telecommunications service to the United Nations system.

Network options considered

7. A study carried out by the United Nations, in close association with the International Telecommunication Union (ITU), after considering a variety of technologies, concluded that a satellite-based telecommunications network with a terrestrial back-up would be the most cost-effective configuration for the United Nations and would also provide the quality and range of services required by the Organization to carry out its activities. The range of options considered in this connection is indicated in paragraph 10 of the report of the Secretary-General under consideration.

Shortcomings in the present system versus benefits of the proposed expanded network

8. The Advisory Committee was informed that there were several shortcomings in the telecommunications system presently being utilized, which the proposed satellite network would overcome. The most important of these shortcomings is the inability to provide, on a global basis, timely, adequate and efficient telecommunications support for peace-keeping and humanitarian and emergency operations. These operations currently rely very heavily on INMARSAT facilities, particularly in the early phases of a peace-keeping operation. Apart from technical "built-in" limitations, the operating costs are comparatively high. For example, the Advisory Committee was informed that the user charge per minute for INMARSAT and associated facilities averaged $6.50, and that an average of $40,000 per month per terminal is currently spent on INMARSAT user charges. Furthermore, the present leased facilities which are required to meet the administrative needs of the Organization, apart from being expensive, have a limited capacity to handle and transmit automated data. In areas where only the AVD circuits are available, for example, Nairobi and Addis Ababa, a major drawback is that at any given time the user has to choose between voice or data transmission since the circuit cannot handle both at the same time. As indicated in paragraph 9 of the report of the Secretary-General and as further explained to the Advisory Committee, the commercial services currently being utilized entail high operating costs. The leased circuits have inherent limitations, in addition to which there are high costs and delays in the start-up of facilities for peace-keeping field missions. There is also a lack of flexibility for growth and reconfiguration in the present system.

9. The Advisory Committee was informed that with the recent amendment to the agreement, which lifted restrictions on INTELSAT-leased space by the United Nations, the Organization had a unique opportunity not only to expand its existing satellite telecommunications facilities but also to convert from the varied leased services to a United Nations-owned, totally integrated digital satellite network that would provide a rapid, reliable and economic response to the Organization's communication requirements. The Advisory Committee was informed that, in addition to the fact that the proposed expanded and integrated satellite network would be more efficient and cost-effective for the United Nations, its flexibility would enable the Organization either to expand or to reduce the system according to the Organization's needs. The various benefits of the proposed expanded satellite network are outlined in paragraphs 50 and 51 of the report of the Secretary-General.

10. The Advisory Committee was informed that improvements to and expansion of the existing United Nations-owned portions of the telecommunications system which have been under way have shown positive results in terms of efficiency and cost-avoidance. In support of this, the Advisory Committee was provided with an illustrative table comparing the current United Nations-network telephone rates with commercial rates (see annex II to the present report). The Advisory Committee was informed that that table updated and replaced the information given in annex I to the report of the Secretary-General. The Advisory Committee believes that information should have been provided to explain the variations in unit costs and is of the opinion that there is a need for improvement in the collection of statistics with a view to providing a more accurate assessment of unit costs both to the United Nations and for those to be charged to other users. The Advisory Committee was informed that the United Nations-network rates were under review and would be subject to further downward revision.

Engineering and design considerations and proposals

11. The overall network design concept, after review of options and of specific United Nations telecommunications requirements, is described in paragraphs 24 to 33 of the report of the Secretary-General. For reasons outlined in paragraphs 24 and 25 of that report, it is proposed that the United Nations telecommunications system consist of stationary INTELSAT international business service-type (IBS) Earth stations to meet the heavy traffic requirements, such as for voice, data, facsimile and telex, and the portable very small aperture terminals (VSAT) service, which would respond to the diversity and ad hoc nature of peace-keeping activities and the needs of the specialized agencies as required. Thus, the present proposal would be an expansion and upgrading of the existing telecommunications network which would, in major part, involve a shift from INMARSAT to INTELSAT usage.

12. As indicated in paragraph 27 of the report, full connectivity of the United Nations telecommunications network would require the use of three geostationary satellites with three hub stations. However, for the short and medium-term requirements of the United Nations, the Secretary-General is proposing the use of only two satellites and the upgrading of the current Earth station at New York to serve as the primary hub station for the Atlantic Ocean region (AOR) satellite, and a second hub station at Geneva or Vienna for the Indian Ocean region (IOR) satellite.

13. The Advisory Committee was informed that the United Nations Headquarters hub in New York operates on the AOR satellite and covers North and South America, as well as Europe and Africa; the European hub would operate on both the AOR and the IOR satellites and would cover Europe and Asia from the United Kingdom of Great Britain and Northern Ireland to Japan, while also covering Africa and Australia. It would require two Earth stations, to be placed back-to-back in Europe, to inter-connect traffic between the Atlantic and Indian Ocean regions. The Advisory Committee was informed that it had not yet been decided whether the European hub station would be located at Geneva or Vienna.

14. As indicated in paragraph 31 of the report, the European hub stations will have the capability of not only providing services to ongoing peace-keeping missions such as the United Nations Operation in Somalia and the United Nations Protection Force, but to all future peace-keeping missions; with the installation of the European hub stations, the need to build a hub Earth station for each new peace-keeping or other field operation, as is the current practice, will be eliminated.

15. As indicated in paragraphs 32 and 33 of the report, each of the regional commissions will have an Earth station, to be connected to the major hub stations via the AOR and the IOR satellites. The Advisory Committee was informed that, in addition to the Earth station at Addis Ababa, an Earth station would also be required at Nairobi, not only because there were a number of United Nations offices at Nairobi but also because there was a lack of appropriate telecommunications infrastructure in the region.

16. The organizational and management structure is discussed in paragraphs 34 to 43 of the report; table 1 shows the distribution of the 54 posts in various locations (see para. 25 below). While the Advisory Committee does not object to the distribution of posts as shown in table 1 of the report, the Committee is concerned that the report does not clearly identify the area or individual post where the ultimate responsibility for the telecommunications project would rest. The Advisory Committee requested and was provided with an organizational chart of the Electronic Services Division of the Office of General Services, which is currently responsible for the telecommunications facilities within the United Nations. The Advisory Committee recommends that an individual be entrusted with the overall management of and responsibility for the project through its completion as outlined in the report of the Secretary-General. The Advisory Committee also recommends continued close cooperation between the Office of General Services and the Department of Peace-Keeping Operations, with a clear delineation of responsibilities between them.

Participation of the specialized agencies

17. In its letter of 15 July 1993 to the Secretary-General (see annex I to the present report), the Advisory Committee had requested details on the participation of the specialized agencies in the proposed project. The Advisory Committee was informed by the representatives of the Secretary-General that at the current time the United Nations is the only entity within the United Nations system recognized by ITU as having the same rights and privileges for operating telecommunication services as a Member State which is a member of ITU. The Advisory Committee was further informed that if the specialized agencies were to share in the capital costs of the project this could be construed as ownership, and, as such, would contravene the terms of the agreement with ITU.

18. The Advisory Committee notes from paragraph 15 of his report that the Secretary-General believes that if the existing United Nations telecommunications network were to be expanded as proposed for the sole use of the United Nations, it would still prove cost-effective and provide the United Nations with efficient service, which could be extended to the specialized agencies as required.

19. While the Advisory Committee accepts the explanation regarding the non-participation of the specialized agencies in the capital costs of the expansion of the network, the Committee does not believe that the fee to be charged to the specialized agencies should be set at this stage; the Committee intends to revert to this matter in due course (see para. 10 above). The Advisory Committee believes that the proposal for a special account for the crediting of income from telecommunications operations as indicated in paragraph 66 of the report of the Secretary-General should be further examined and that, pending such examination, any income should be credited as miscellaneous income. The Advisory Committee intends to revert to this matter as well.

Project budget and implementation timetable

20. As shown in table 2 of the report of the Secretary-General, the estimated cost at current rates, on a biennial basis, for the enhanced satellite network is $20,772,300, of which $8,739,300 is capital expenditure and $12,033,000 is recurrent. However, in view of the delay in start-up due to the fact that the project has not yet been approved by the General Assembly, the 1994-1995 requirements, based on a phased implementation timetable, shown in paragraphs 46 to 49 of the report, would amount to $16,928,100, of which $8,188,800 would be recurrent and $8,739,300 non-recurrent.

21. As shown in table 5 of the report of the Secretary-General, the one-time cost of $8,739,300 is for (a) the acquisition of seven satellite Earth stations (two for the European hub station and one each at Addis Ababa, Bangkok, Santiago, Amman and Nairobi), (b) the upgrading of the Headquarters Earth stations, (c) a satellite monitoring, alarm and control system in New York and the European hub stations, (d) site preparation, installation and related costs at hub stations, and (e) the acquisition of a set of 15 small portable Earth stations (VSATs) (priced as at May 1994 at $50,000 each). The recurrent costs of $8,188,800 in the biennium 1994-1995, also based on the phased implementation timetable, consist of staffing requirements ($4,545,000) and satellite leases ($3,643,800).

22. Proposed funding for the network and cost-sharing between the budgets of peace-keeping operations and the activities funded from the regular budget of the United Nations is discussed in paragraphs 60 and 61 of the report of the Secretary-General. Table 5 of the report sets out the estimated 1994-1995 cost and proposed funding of the enhanced telecommunications system. The Advisory Committee was informed that maintenance costs would only be incurred once the guarantee period for the Earth stations had elapsed.

Costs proposed to be assigned to the regular budget

23. The regular budget's share of the total recurrent costs of $8,188,800 for 1994-1995 amounts to $4,423,100 (see table 5 of the report of the Secretary-General). Of this amount, as indicated in paragraph 62 of the report, $4,116,100 is proposed to be met from existing resources, leaving a balance of $307,000 which relates to additional staff costs to be funded from the regular budget.

24. Of the total non-recurrent requirements of $8,739,300, it is proposed that $3,889,300 be borne by the regular budget, of which a provision of $1,134,500 relating to the non-recurrent costs of the satellite Earth stations at Addis Ababa and Bangkok have been included in the total cost of the construction of projects at those locations. Provisions for the non-recurrent costs for the Earth stations at Santiago, Amman and Nairobi, including related costs as set out in table 5 of the report, are estimated at $2,754,800 and are being requested under section 30 (Construction, alteration, improvement and major maintenance) of the programme budget. The Advisory Committee notes the statement of the Secretary-General in paragraph 71 of his report that this request would constitute a reinstatement of his initial request, which amounted to $2,853,900, in the proposed programme budget for the biennium 1994-1995.

25. Funding for the 54 posts which will be required for the project is discussed in paragraphs 62 and 63 of the report of the Secretary-General. As indicated, of the 54 posts required for the operation and maintenance of the

Earth stations, it is proposed to meet the cost of 29 posts from the regular budget. However, of these 29 posts it is estimated that the cost of 25 posts could be met from within the existing resources, while the additional posts would entail $307,000 for the biennium 1994-1995 in recurrent costs under the regular budget (see para. 23 above).

Costs proposed to be assigned to budgets of peace-keeping operations

26. The amount of $3,012,300 (recurrent costs) shown in table 5 of the report of the Secretary-General as a contribution from peace-keeping budgets for satellite leases has already been budgeted for telecommunications requirements in existing operations. An additional recurrent cost of $753,400 has been shown for staff costs, bringing the total recurrent costs for the biennium 1994-1995 to $3,765,700. The Advisory Committee was informed that, for reasons indicated in paragraph 69 of the report of the Secretary-General, 25 of the additional 54 posts required would come from peace-keeping operations. The Committee requested a functional breakdown of these additional posts, which was provided (see annex III to the present report).

27. The 1994-1995 share ($4,850,000) which the Secretary-General proposes to charge to peace-keeping operations as non-recurrent requirements relates to the satellite Earth stations for the European hub, the upgrade of the Earth station in New York, the related costs and the 15 portable Earth stations.

Rationale for cost sharing: potential savings

28. The Advisory Committee inquired into the relationship between the budgets of peace-keeping operations and the regular budget in the proposed enhancement of the telecommunications system, as well as into the rationale for cost-sharing between the budgets of peace-keeping operations and the activities funded by the regular budget.

29. The Advisory Committee was informed that, as indicated in paragraph 60 of the report of the Secretary-General, the major benefits of the estimated reduction in communications costs expected from the implementation of the proposed satellite network would be to the budgets of peace-keeping operations (see paras. 30 and 31 below). The Secretary-General was therefore proposing that contributions from peace-keeping operations should support the installation and the expansion of the network. However, it is not clear to the Advisory Committee the basis on which specific amounts have been apportioned to the peace-keeping operations and to the regular budget. The Advisory Committee requests the Secretary-General to develop a simple formula for the equitable apportionment of these costs, taking into account, inter alia, usage and volume of traffic.

30. As indicated in paragraph 56 of the report of the Secretary-General, current telecommunications requirements of peace-keeping operations are being provided by a combination of United Nations Earth stations, INMARSAT and national telecommunications networks. The utilization costs for INMARSAT usage average $6.50 per minute. In addition to the four- to six-month delay which an operation now encounters in the acquisition and installation of a hub station to establish both domestic and international telecommunications service, the capital cost for the installation of the station and the international gateway exchange (excluding the domestic link, i.e., the internal connections within a mission area), is approximately $500,000; the stations and associated equipment are also currently purchased or leased from INMARSAT at a very high cost. The

Advisory Committee was informed that in the past the leasing of INMARSAT equipment was less cost-effective and that the United Nations therefore owns most of its INMARSAT terminals.

31. As indicated in paragraph 73, as well as in table 3, of the report of the Secretary-General, it is anticipated that, when the proposed enhanced system becomes operational, total biennial communications expenditures of the United Nations under the regular budget would amount to $12.5 million 4/ as compared to $16.1 million, and that, in respect of peace-keeping operations, current biennial expenditures for communications, which amount to $22.8 million, would be reduced to $7.2 million. On that basis, it is estimated that the one-time cost of acquisition and installation of the Earth stations could be recovered within a year from savings under communications requirements of both the regular budget and the budgets of peace-keeping operations. The recurrent requirements for peace-keeping operations would also be substantially less (see para. 33 below).

32. At the present time the United Nations has an inventory of approximately 240 INMARSAT terminals, about 20 of which are owned by individual military contingents but entail user charges for the United Nations. The Committee was informed that on installation of the proposed satellite network only about 25 per cent of the existing INMARSAT terminals would be retained on a contingency basis, while the balance of the terminals would be sold at an estimated value of $5,000 to $10,000 each. The Advisory Committee was informed that the proceeds from the sale of INMARSAT terminals, together with existing budgetary provisions, could be used to acquire VSAT terminals which do not entail user charges.

33. Details of potential savings under the proposed satellite network are discussed in paragraphs 52 to 58 of the report of the Secretary-General; potential savings, at 1994-1995 rates, for the biennium 1996-1997 (the first biennium of full operation), after deducting the cost of implementation of the new system are projected at $7,751,900, based on the assumption of stabilized requirements at the present level and cost-sharing arrangements proposed by the Secretary-General. Table 3 of the report of the Secretary-General provides details on the projected net savings. As shown in that table, projected regular budget savings amount to $3,553,400, while savings for peace-keeping operations are projected at $15,600,000, for a total projected amount of $19,153,400 in savings, offset by the cost of implementation of the project, leaving a total projected savings of $7,751,900.

34. The Advisory Committee trusts that the enhanced United Nations telecommunications satellite system, as proposed by the Secretary-General, will be completed as outlined in his report and in the time-frame of the biennium 1994-1995. Subject to this and bearing in mind the Advisory Committee's observations and comments in paragraph 19 above, the Advisory Committee recommends acceptance of the proposals of the Secretary-General. However, in view of the savings envisaged in the conversion of the existing facilities to the proposed network and the income from the sale of such items as the INMARSAT terminals, the Advisory Committee does not recommend any additional appropriation of funds at this time; the Advisory Committee will revert to this matter in the context of the first performance report, on the basis of which such additional appropriation as may be necessary can be considered.

Notes

1/ A/C.5/46/5.

2/ Official Records of the General Assembly, Forty-sixth Session, Supplement No. 7A (A/46/7 and Add.1-16), document A/46/7/Add.12.

3/ A/CN.1/R.1169.

4/ This amount takes into account the total communications expenditures, including those incurred for maintaining the terrestrial back-up (see para. 7 above) leased lines.

ANNEX I

Letter dated 15 July 1993 from the Chairman of the Advisory Committee on Administrative and Budgetary Questions to the Secretary-General

1. The Advisory Committee on Administrative and Budgetary Questions has considered your report dated 8 April 1993 relating to arrangements for the introduction of a common telecommunications system for the United Nations. 3/

2. The Advisory Committee notes that this particular subject has been before the Committee and the General Assembly for sometime now. In fact your current proposal is in response to the Committee's recommendation to the General Assembly at its forty-sixth session in document A/46/7/Add.12 for a comprehensive proposal for expansion of the existing telecommunications network to be submitted by you. At that time, the Advisory Committee had also recommended that your report include the implementation schedule, cost estimates and plan of financing together with a cost-benefit analysis, comparing the rates of national/commercial communication carriers with the current and proposed rates of the United Nations network. Additionally, the Committee believed that the operational arrangements for implementation of a common carrier system needed to be further developed together with cost estimates, in close consultation with the specialized agencies.

3. As stated in paragraph 4 of your report, based on the study carried out by the Electronic Services Division of the Office of General Services in association with the International Telecommunication Union, a satellite-based telecommunications network with a terrestrial back-up would be the most cost-effective configuration for the United Nations.

4. As stated in paragraph 13 of the report, after review of the United Nations telecommunications requirements, you recommend that "the United Nations adopt the INTELSAT Business Service-type (IBS) earth station for its primary and secondary nodes and use an appropriate mix of both IBS and the Very Small Aperture Terminal technologies as and when required within the INTELSAT environment". Further information as to the network design and location are given in paragraphs 14 to 20 of your report. For reasons given in paragraph 5 of your report, you propose the configuration of an initial backbone satellite network as an interim step towards a global telecommunications network.

5. The Advisory Committee was informed that with the implementation of the project there would be biennial savings of over $1.7 million achieved in leased line charges, over $1.2 million in public switched network charges and about $23.6 million in reduced INMARSAT charges.

6. The Advisory Committee welcomes the benefits outlined in your report and appreciates your efforts to address the Committee's concerns. The Committee is, however, unable to assess the full cost-benefit implications of the initial network in the absence of relevant information on the proposed global network, of which this is the first step, and the details relating to subsequent phases. Final approval for your proposal will have to be sought from the General Assembly at its forty-eighth session. The report provided to the Advisory Committee can serve as the basis for your submission to the Assembly but the Committee believes that in addition to what is indicated above, greater attention needs to be given to a number of matters including:

(a) A brief background of the different options considered by you and a rationale for your selection of this particular option;

(b) An indication of comparative rates of national/commercial carriers vis-à-vis your proposal;

(c) An analysis of the level of telecommunications traffic relating to activities funded from regular budget and peace-keeping operations;

(d) The rationale for the sharing of financing as outlined in your report, with an indication of possible other options in the financing of the capital and ongoing costs of the network;

(e) Details as to specialized agencies' involvement in the proposal, including the possibility of their sharing in the capital costs;

(f) Other details, including questions of organizational control, management and supervision;

(g) Administrative policy and procedures relating to tariffs, billing, etc.

7. With regard to staffing provisions, the Advisory Committee believes that your current report does not identify the entity or organizational structure within which the posts will be placed, particularly at the completion of the project. Furthermore, the information provided seems to indicate that the 54 posts envisaged by you would relate solely to the technical aspects of the project. Presumably a project of this nature and magnitude, where it is envisaged to provide competitive services to users, would require administrative backstopping.

8. Pending the submission of your report to the General Assembly, you may wish to proceed as necessary (but without financial implications) to ensure that, should the Assembly give its approval, execution could commence forthwith.

ANNEX II

Comparison of telephone rates

Calls originating in New York
(Standard rates per minute)

Country/ city	United Nations network rates	Discount commercial rates	Published commercial rates	Foreign rates to New York	1993 United Nations network traffic (in minutes)	Equivalent commercial costs	Equivalent network costs	Cost variance
Austria	0.85	0.89	1.90	1.50	44 751	85 026.90	38 038.35	46 988.55
Chile	0.85	1.09	2.36	1.45	69 122	163 127.92	58 753.70	104 374.22
Ethiopia	0.85	1.77	3.24	5.11	13 360	43 286.40	11 356.00	31 930.40
France	0.85	0.74	1.78	1.00	75 260	133 962.80	63 971.00	69 991.80
Kenya	0.85	1.45	2.81	3.00	11 715	32 919.15	9 957.75	22 961.40
Switzerland	0.85	0.86	2.02	1.00	299 801	605 598.02	254 830.85	350 767.17
Thailand	0.85	1.80	4.11	1.82	51 401	211 258.11	43 690.85	167 567.26
Jordan	0.85	-	3.59	2.84	-	-	-	-
Angola	0.85	2.08	4.14	N/A	92 743	383 956.02	78 831.55	305 124.47
Somalia	0.85	8.41	4.91	N/A	247 387	1 214 670.17	210 278.95	1 004 391.22
Iraq	0.85	1.85	3.59	N/A	560	2 010.40	476.00	1 534.40
Israel	0.85	1.55	3.13	1.55	17 352	54 311.76	14 749.20	39 562.56
Kuwait	0.85	1.46	3.31	1.83	29 484	97 592.04	25 061.40	72 530.64
Lebanon	0.85	3.23	3.35	N/A	28 829	96 577.15	24 504.65	72 072.50
Syria	0.85	1.58	3.07	N/A	16 494	50 636.58	14 019.90	36 616.68
Cyprus	0.85	1.20	2.32	2.45	3 217	7 463.44	2 734.45	4 728.99
Pakistan	0.85	2.02	4.62	N/A	5 446	25 160.52	4 629.10	20 531.42
Cambodia	0.85	N/A	2.32	N/A	23 488	54 492.16	19 964.80	34 527.36
El Salvador	0.85	1.21	2.25	5.00	49 232	110 772.00	41 847.20	68 924.80
Yugoslavia	0.85	1.74	2.32	N/A	52 318	121 377.76	44 470.30	76 907.46

Country/ city	United Nations network rates	Discount commercial rates	Published commercial rates	Foreign rates to New York	1993 United Nations network traffic (in minutes)	Equivalent commercial costs	Equivalent network costs	Cost variance
Mozambique	0.85	2.69	3.59	N/A	-	-	-	-
El Aaiun	0.85	2.04	2.73	8.70	59 838	163 357.74	50 862.30	112 495.44
Total					1 191 798	3 657 557.04	1 013 028.30	2 644 528.74

ANNEX III

Functional description of additional posts

A. Professional posts

1. The main functions of the P-4 posts would be the overall supervision of the telecommunication services unit of the field offices. In close coordination with the Electronic Services Division of the Office of General Services at Headquarters, these units will provide support to peace-keeping field operations in carrying out planning and budgeting for the telecommunication system; establish and enforce operation and maintenance procedures; administer all local telecommunications contracts and ensure system security.

B. General Service and local posts

2. The General Service and local posts at each field office will carry out both technical and administrative duties. The technical functions include the operation of the satellite Earth stations and related telecommunications, and maintenance of established operational procedures. The administrative functions include billing and charge back, preparing the database of telecommunication services and users, training of users on new telecommunication services and operations, updating the local component of the centralized spare parts management system and ordering and procurement of telecommunication equipment and services.

DOCUMENT A/48/7/Add.10

Eleventh report

Staffing and functions of the Office of the United Nations High Commissioner for Human Rights and of the Centre for Human Rights

[Original: English]

[22 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/77) on the staffing and functions of the Office of the United Nations High Commissioner for Human Rights and of the Centre for Human Rights of the Secretariat and met with representatives of the Secretary-General.

2. The General Assembly, by its resolution 48/141 of 20 December 1993, established the post of the United Nations High Commissioner for Human Rights; in this connection the Secretary-General submitted a statement of programme budget implications (A/C.5/48/61) indicating that, while the High Commissioner would draw on the resources of the Centre to fulfil his tasks, a number of additional posts (one Under-Secretary-General, two P-5 and three General Service) would need to be established, with operational funds totalling $1,471,400. While the Assembly did not approve the establishment of these posts, it authorized the Secretary-General to enter into commitments not to exceed $1,471,400.

3. By its resolution 48/121 of 20 December 1993, the General Assembly endorsed the Vienna Declaration and the Programme of Action, adopted by the World Conference on Human Rights; in a related statement of programme budget implications (A/C.5/48/46) the Secretary-General indicated that one P-5, one P-4 and two General Service posts would be required, with operational funds totalling $1,167,500. The Assembly did not approve the establishment of these posts but authorized the Secretary-General to enter into commitments not to exceed $1,167,500.

4. The Advisory Committee recalls that the General Assembly, in its resolution 48/228 A of 23 December 1993, while accepting the proposals of the Secretary-General for the staffing resources for human rights activities, requested the Secretary-General to review the allocation of resources among the approved programmes in section 21 (Human rights) of the programme budget so as to ensure the most effective delivery of all mandated activities.

5. The General Assembly also requested the Secretary-General to provide for its review at its resumed forty-eighth session information which the Advisory Committee had requested, i.e., information relating to questions of redeployment, conversion and creation of posts with a clear table indicating the existing posts, a precise description of the functions to be performed by the 55 posts involved (24 new, 19 redeployed and 12 converted), an explanation of the programmatic justifications of the redeployment and an update of the proceedings in the Third Committee with regard to the Vienna Declaration and the Programme of Action.

6. The Advisory Committee believes that the information provided in the Secretary-General's report represents a partial response to the questions

previously raised by the Committee and requested by the General Assembly as indicated in paragraphs 4 and 5 above. While the report contains a comprehensive list of posts, both existing and proposed, it does not clearly indicate the organizational and resource relationship between the Centre for Human Rights and the Office of the United Nations High Commissioner for Human Rights.

7. However, the Advisory Committee notes from paragraph 4 of the Secretary-General's report that in the limited amount of time since the High Commissioner took up his duties on 31 March 1994, it has not been possible for him to complete a review of the current organizational arrangements for his Office in particular and the Centre as a whole, and to fully assess his requirements. The Advisory Committee trusts that in the assessment of the requirements of the High Commissioner as well as the Centre, the Committee's concerns and observations in the paragraphs below will be borne in mind.

8. The Advisory Committee requests that the Secretary-General indicate to what extent General Assembly resolutions 48/121, 48/129 of 20 December 1993 (on strengthening the Centre for Human Rights), and 48/141 have been implemented with respect to the existing structure of the Centre vis-à-vis the Office of the High Commissioner. The Advisory Committee believes that the mandates under Assembly resolution 48/141, together with the existing mandates relating to the Centre, need to be considered in a comprehensive manner with a view to avoiding duplication and to ensuring that optimum use of existing resources is made. For this purpose, the Committee recommends that an organizational chart indicating the entire staffing complement be provided.

9. For example, from the information provided in the Secretary-General's present report, there appears to be duplication of existing and envisaged functions and resources, in areas such as the Liaison Office in New York. The Advisory Committee does not believe there is sufficient justification for creating additional and/or separate entities performing similar or related functions. The Committee trusts that in assessing the overall requirements as indicated above, utmost care would be taken to ensure that neither functions nor resources are duplicated.

10. The Advisory Committee draws the attention of the General Assembly to the question of the appointments of special representatives for human rights. The Committee believes that there is a need for clarification of the role of the Special Representative of the Secretary-General for Human Rights vis-à-vis the Centre, the High Commissioner and the Commission on Human Rights. Clarification should include the terms of appointment and conditions of service of the special representatives as well as the method of financing.

11. Upon receipt of the additional information as requested, and the finalization of the assessment as indicated in paragraph 7 above, the Advisory Committee will revert to the consideration of the staffing and functions of the Office of the United Nations High Commissioner for Human Rights and of the Centre for Human Rights.

DOCUMENT A/48/7/Add.11

Twelfth report

Proposed reclassifications of posts

[Original: English]

[23 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General (A/C.5/48/75) on proposed reclassifications of posts. During the consideration of the report, the representatives of the Secretary-General provided additional information to the Advisory Committee.

2. The report of the Secretary-General was prepared in response to the recommendation made by the Advisory Committee 1/ when it reviewed the proposed programme budget for the biennium 1994-1995, 2/ namely, that any consideration of reclassifications should be deferred until they could be considered by the Advisory Committee on the basis of a resubmission from the Secretary-General that would contain adequate justification and would be the result of a completed internal review process. Accordingly, based on the results of the completed internal review process, the Secretary-General currently proposes the reclassifications of 42 posts, as follows:

(a) Upward reclassifications	(b) Downward reclassifications
2 D-1 to D-2	1 D-2 to D-1
4 P-5 to D-1	1 D-1 to P-5
5 P-4 to P-5	1 P-4 to P-3
5 P-3 to P-4	Total (b): 3
10 P-2 to P-3	
8 GS to P-2	
Total (a): 34	

As reflected in paragraphs 52 and 53 of the report, the Secretary-General proposes the reclassification of an additional five General Service posts (Other level) to the Principal level. These proposed reclassifications were inadvertently omitted from the proposed programme budget for the biennium 1994-1995.

3. Upon inquiry, the Advisory Committee was also informed that the reclassification of five posts previously included in the proposed programme budget for the biennium 1994-1995 was no longer included in the report of the Secretary-General (A/C.5/48/75), since this reclassification was not supported by the internal review process.

4. In response to the Committee's question on the promotion of staff against posts that had not been approved by the General Assembly for reclassification, it was informed that the promotion of the following staff had been implemented: P-5 to D-1, Chief, Contributions Section/Secretary of the Committee on Contributions, Office of Programme Planning, Budget and Finance, Department of Administration and Management; P-4 to P-5, Coordinator, Contractual Translation Unit, Office of Conference Services, Department of Administration and Management; P-3 to P-4, Chief, General Accounts Unit, United Nations Office at

Geneva; GS to P-2, Economist, Economic Commission for Latin America and the Caribbean (ECLAC); GS to P-2, Librarian, ECLAC; GS to P-2, Public Information Officer, Economic and Social Commission for Western Asia (ESCWA); GS to P-2, Industrial Development Officer, ESCWA; GS to P-2, Printing Officer, ESCWA; and GS to P-2, Economic Affairs Officer, ESCWA. The Advisory Committee expects that this situation, which results in incumbency grading at a higher personal grade level than the level of the post and leads to serious anomalies, will not be allowed to recur.

5. The Advisory Committee was informed that the internal reclassification procedures were based on a common job classification system developed by the International Civil Service Commission (ICSC). The job classification standards consist of three tiers. The master standard (Tier I), which employs a point-factor system, is the most general of the three tiers. Six factors are taken into account when grading a job: professional knowledge, difficulty of work, independence of work, work relationships, supervisory responsibilities and impact of work. Tier I also provides a framework for job design and human resource planning. The second group (Tier II) consists of separate descriptive standards for major occupations. These narrative standards, giving examples of typical duties at each level, assist in indicating how the master standard should be applied in making meaningful distinctions between levels of work within an organization and in assigning proper grade levels to similar functions across organizations. Tier II standards have been established for the following occupational groups: translators and revisers; personnel management specialists; economists; technical cooperation administrators; computer information specialists; purchasing and contracting specialists; auditors; civil engineers; public information specialists; financial management specialists; jurists; editors; and statisticians. The third group of standards (Tier III) is intended to cover jobs at a given grade level within one field of work in a single organization.

6. Justification of the proposed reclassifications is provided in paragraphs 4 to 54 of the report of the Secretary-General; paragraph 55 contains a breakdown by budget section of the estimated additional requirements of $1,507,900 (net) relating to the proposed reclassifications, on the basis of standard costs for the full biennium 1994-1995.

7. In reviewing the report of the Secretary-General, the Advisory Committee recalled its observations and recommendations outlined in paragraphs 20 to 23 of its report, 3/ when the Committee considered the note by the Secretary-General on procedures and norms for the creation, suppression, reclassification, conversion and redeployment of posts. 4/ At that time, the Committee indicated that it recognized that the note by the Secretary-General was a preliminary response to section II of General Assembly resolution 46/185 B of 20 December 1991. The Committee also noted the constraints that existed in the establishment and application of uniform workload standards for determining the relative grading of functions within the Organization. The Advisory Committee had not objected, in principle, to the idea of the Secretary-General of integrating levels P-2 to P-4 for budgetary purposes, which could rationalize and expedite the consideration of staffing table proposals. However, subject to such decisions as the Assembly might take in the context of its agenda item on personnel questions, the Committee recommended that the integration, for budgetary purposes, be instituted in two parts, namely, levels P-1 and P-2, and P-3 and P-4.

8. In section I.E of its resolution 48/218 A of 23 December 1993, the General Assembly took note of the note by the Secretary-General on procedures and norms

for the creation, suppression, reclassification, conversion and redeployment of posts, regretted that the Secretary-General had not provided a report on those issues and requested that such a report be submitted, through the Committee for Programme and Coordination and the Advisory Committee, to the General Assembly at its forty-ninth session. On the basis of its experience during the consideration of the proposed programme budget for the biennium 1994-1995, the Advisory Committee recommends that the report to be submitted by the Secretary-General include his views on how the current procedures could be changed in order to achieve the following objectives: (a) granting to the Secretary-General the authority to reclassify posts up to the P-5 level, while ensuring that the relationship between the overall numbers for each grade level is maintained; (b) ensuring that the existing appropriations are not exceeded; and (c) ensuring that adequate control by the Secretariat and monitoring by the General Assembly are in place, including procedures for providing information to the Advisory Committee and the Assembly on action taken by the Secretary-General under his authority. Such a new system as might be proposed by the Secretary-General could, initially, be implemented for a trial period of two bienniums.

9. The Advisory Committee concurs in the proposed reclassifications during the biennium 1994-1995 of 5 General Service posts (Other level) to the Principal level, 8 General Service posts to the P-2 level, 10 P-2 posts to the P-3 level, 5 P-3 posts to the P-4 level and 1 P-4 post to the P-3 level.

10. With regard to the proposed reclassifications of posts at the P-4 level and above, the Advisory Committee has concurred in each of the Secretary-General's requests; its specific observations and recommendations are given in the paragraphs below.

11. The Advisory Committee recommends that the additional requirements relating to the recommended reclassifications be met from within existing regular budget resources. Any additional requirements should be reported in the second performance report for the biennium 1994-1995.

(a) Section 1: D-1 to P-5, Executive Secretary, Board of Auditors

12. As stated in paragraph 4 of the report, the level and functions of the post at the time of the classification review were found to meet the criteria for classification at the P-5 level. In this connection, the Advisory Committee recalls that, at the proposal of the Secretary-General, contained in the proposed programme budget for the biennium 1986-1987, 5/ the General Assembly classified the post of the Executive Secretary of the Board of Auditors at the D-1 level; the Secretary-General's proposal was based on the result of a completed internal review process in the course of which the post was classified at the D-1 level by the Classification Section. The Advisory Committee regrets that no substantive justification was included in the report of the Secretary-General regarding the proposed reclassification of the post of the Executive Secretary of the Board of Auditors at the P-5 level. The Committee was subsequently informed that the reclassification of the post at the D-1 level was attributable to a particular qualification of the then incumbent of the post, who had since then retired. In this connection the Advisory Committee reiterates its view that reclassifications should be proposed and considered only in relation to the post itself, without regard to a particular incumbent.

13. At this point, the Advisory Committee concurs in the proposal of the Secretary-General. The Committee believes, however, that the level of this post

should be reviewed by the Secretary-General in the context of review of the role and responsibilities of the Board of Auditors.

(b) Section 3: D-1 to D-2, Director, Office for Disarmament Affairs*

14. Justification for the proposed reclassification of the post of the Director of the Office for Disarmament Affairs from D-1 to the D-2 level is contained in paragraphs 5 and 6 of the Secretary-General's report. In paragraph 6 the Secretary-General states, inter alia, that the same functions previously carried out by the Under-Secretary-General are mutatis mutandis performed by the Director of the Office for Disarmament Affairs. The Committee was informed that the functions of the post had not been previously classified and that the classification action had been prompted by the restructuring of the Secretariat. The Advisory Committee concurs in the proposal of the Secretary-General.

(c) Section 3D: D-1 to D-2, Director, Office for Outer Space Affairs

15. Justification for the proposed reclassification of the post of the Director of the Office for Outer Space Affairs from D-1 to the D-2 level is contained in paragraph 3D.3 (a) of the proposed programme budget for the biennium 1994-1995 and in paragraphs 7 to 9 of the report of the Secretary-General. The Committee was informed that the post was internally classified at the D-1 level in April 1985 and that the current classification action was related to the expansion in the scope and complexity of the work programme as a result of organizational restructuring, including the relocation of the Office to Vienna, additional responsibilities for legal issues, follow-up work related to the International Space Year and the recommendations of the United Nations Conference on Environment and Development. The Committee concurs in the proposal of the Secretary-General.

(d) Section 7: P-4 to P-5, Executive Officer, Office of Legal Affairs

16. As outlined in paragraph 15 of the report of the Secretary-General, the responsibilities of this post have increased as a result of the restructuring exercise in 1992, which resulted in the former Office for Ocean Affairs and the Law of the Sea, including its Kingston Office, being brought into Office of Legal Affairs. In addition, the Office has taken on administrative responsibilities for various commissions and bodies established by recent Security Council resolutions, such as the United Nations Iraq-Kuwait Boundary Demarcation Commission, the Commission of Experts established pursuant to Security Council resolution 780 (1992) and the International Tribunal for the Prosecution of Persons Responsible for Serious Violations of International Humanitarian Law Committed in the Territory of the Former Yugoslavia since 1991. The Committee concurs in the proposal of the Secretary-General. At the same

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* Owing to the steps taken by the Secretary-General in implementation of paragraph 9 of General Assembly resolution 47/54 G, the Office for Disarmament Affairs was renamed the Centre for Disarmament Affairs (see A/48/358, para. 5 (b)).

time, the Committee recommends that the level of the post of the Executive Officer be reviewed in the light of developments in the responsibility of the Executive Office vis-à-vis the above commissions, the International Tribunal and the United Nations Convention on the Law of the Sea.

17. The Secretary-General also proposes the downgrading in the Office of Legal Affairs of a P-4 post of Administrative Officer to the P-3 level. The Advisory Committee regrets that no information was provided in support of the proposed downward reclassification. The Committee expects to receive in the future the same justification for the proposed downward reclassifications as for upward reclassifications. The Committee concurs in the proposal of the Secretary-General.

(e) Section 9: P-5 to D-1, Chief, Environment and Energy Statistics Branch, Department of Economic and Social Information and Policy Analysis

18. Justification for the proposed reclassification of the post of Chief of the Environment and Energy Statistics Branch of the Department of Economic and Social Information and Policy Analysis from P-5 to the D-1 level is contained in paragraphs 17 and 18 of the report of the Secretary-General. The Committee was informed that the functions of the post had not previously been classified and that the classification action had been initiated as a result of the creation in 1991 of an Environment and Energy Statistics Branch. The Branch was established in recognition of the rapidly increasing demand for environment statistics and in anticipation of further demands for environmental data and a database for policy analysis as a result of the United Nations Conference on Environment and Development. The Advisory Committee concurs in the proposal of the Secretary-General.

(f) Section 16: P-4 to P-5, Chief, Statistical Development Section, Economic and Social Commission for Asia and the Pacific

19. Justification for the proposed reclassification of the post of Chief of the Statistical Development Section from P-4 to P-5 is provided in paragraphs 21 and 22 of the report of the Secretary-General. The Committee was informed that the post had been classified internally at the P-5 level in 1983. Following the 1989 abolition of the D-1 post of Chief, Statistics Division, Economic and Social Commission for Asia and the Pacific (ESCAP), in the post reduction exercise, a revised description of that post had been submitted for classification at the P-4 level, together with a revised description of the post of Chief of the Division for classification at the P-5 level. Following review, ESCAP was informed that both posts still met the criteria for classification at the P-5 and D-1 levels and was requested to redesign the posts to permit their reclassification to lower levels. ESCAP submitted revised job descriptions for both posts, indicating that major changes in the duties and responsibilities of the posts could not be made without complete distortion of the organizational setting. As review and adjustment of the organizational structure would be required, it was decided to reclassify the posts to the P-5 and P-4 levels on a provisional basis to permit recruitment action pending completion of the organizational review. The Committee notes in this connection that the proposal to redeploy a D-1 post from the Technical Cooperation Division to head the Statistics Division was approved in the programme budget for the biennium 1994-1995. The Advisory Committee was also informed that the current

classification action of the post of Chief, Statistical Development Section from P-4 to P-5 was initiated on the basis of an expansion of the statistical programme to cover such new areas as sustainable development, poverty alleviation and quality-of-life indicators, as well as a result of the inclusion of 11 new members and associate members in the Commission. The Advisory Committee concurs in the proposal of the Secretary-General.

(g) Section 19: P-4 to P-5, Senior Statistician, Economic and Social Commission for Western Asia

20. Explanation in support of the proposed reclassification is contained in paragraph 31 of the report of the Secretary-General. The Advisory Committee was informed that the post had been classified internally at the P-5 level and that the current proposal for reclassification was due to an expansion of the work programme under the newly established Statistical Committee. The Advisory Committee concurs in the proposal of the Secretary-General.

(h) Section 24: D-2 to D-1, Department of Public Information

21. The proposal to reclassify a D-2 post to the D-1 level is based on the restructuring of the Department of Public Information. The classification of the post at the D-1 level reflects the duties of the post of Deputy Spokesperson. The Committee concurs in the proposal.

(i) Section 25B: P-5 to D-1, Chief, Contributions Section/Secretary of the Committee on Contributions, Office of Programme Planning, Budget and Finance

22. Justification for the proposed reclassification is provided in paragraphs 33 to 35 of the report of the Secretary-General. The Advisory Committee was also informed that the post had been classified internally at the P-5 level, under the United Nations classification standard, prior to the introduction of the International Civil Service Commission master standard and that, subsequently, the post had been informally evaluated at the P-5 level in 1989, under the ICSC master standard, at the request of the Office of Programme Planning, Budget and Finance. Furthermore, the Committee was informed that the current classification action was prompted by the fact that the level of responsibilities of the post as Secretary of the Committee on Contributions had increased substantially and, with the increase in the number of peace-keeping operations, the responsibilities of the post as Chief of the Contributions Section had also expanded considerably. The Committee concurs in the proposal.

(j) Section 25C: P-5 to D-1, Chief, Professional Staffing Service, Office of Human Resources Management

23. Paragraphs 38 and 39 of the report provide justification for the proposed reclassification of the post of the Chief of the Professional Staffing Service from P-5 to the D-1 level. The Advisory Committee was informed that this post was classified internally at the D-1 level in 1981 under the title of Chief, Professional Recruitment Service, and that the incumbent of the post was responsible for the supervision of 16 Professional and 30 General Service posts. The Committee concurs in the proposal.

(k) Section 25E: P-5 to D-1, Head, Verbatim Reporting Section, Office of Conference Services

24. Justification for the proposed reclassification is provided in paragraph 40 of the report of the Secretary-General. The Advisory Committee was informed that the post had been classified internally in 1984 at the D-1 level and that the current classification action had been initiated in recognition of the responsibilities of the post for the supervision of 54 Professional staff in the six language units and 5 General Service staff in a recording unit and taking into account a sharp increase in the number of staff supervised during the sessions of the General Assembly. The Committee concurs in the proposal.

(l) Section 25E: P-4 to P-5, Coordinator, Contractual Translation Unit, Office of Conference Services

25. The proposed reclassification is explained in paragraph 42 of the report of the Secretary-General. The Advisory Committee was informed that the post had been classified internally at the P-5 level in 1992 and that the current classification action had been initiated in view of the managerial responsibilities of the post, which had grown with the increasing use of contractual services, involving an annual average of some 45,000 pages and an annual budget in excess of $1 million. The Committee concurs in the proposal.

(m) Income section 3: P-4 to P-5, Head, European Office (Vienna), United Nations Postal Administration

26. Paragraphs 46 and 47 of the report of the Secretary-General provide justification for the proposed reclassification of a P-4 post of the Head of the European Office of the United Nations Postal Administration (UNPA) to the P-5 level. The Advisory Committee was informed that this post had not been classified internally and that originally the Vienna Office had been under the functional supervision of the Geneva Office, which played a coordinating role for the marketing programme for both European branches of UNPA. In the retrenchment exercise, however, the Geneva post had been downgraded to the P-4 level, and its supervisory and coordinating responsibilities over the Vienna Office were removed. The Committee concurs in the proposal.

Notes

1/ See Official Records of the General Assembly, Forty-eighth Session, Supplement No. 7 (A/48/7), para. 63.

2/ Ibid., (A/48/6/Rev.1).

3/ Ibid., Forty-seventh Session, Supplement No. 7 (A/47/7 and Add.1-17), document A/47/7/Add.9.

4/ A/C.5/47/4.

5/ Official Records of the General Assembly, Fortieth Session, Supplement No. 6 (A/40/6).

DOCUMENT A/48/7/Add.12

Thirteenth report

Continued United Nations human rights presence in Cambodia

[Original: English]

[23 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the Secretary-General's report (A/C.5/48/78) regarding the continued United Nations human rights presence in Cambodia. During its consideration of the report, the Committee met with representatives of the Secretary-General.

2. As indicated in paragraph 2 of the report, the Centre for Human Rights has elaborated a programme of activities within the framework of the mandate established by Economic and Social Council decision 1993/254 of 28 July 1993 relating to the continued United Nations human rights presence in Cambodia.

3. The Advisory Committee recalls that in its report of 17 December 1993 (see document A/48/7/Add.4 above), it had recommended that at that stage the General Assembly approve an amount of $550,000 under section 21 (Human rights) of the proposed programme budget for the first six months of the biennium 1994-1995 for financing of activities relating to Economic and Social Council decision 1993/254, namely, for the continued United Nations human rights presence in Cambodia; this amount was to be approved pending submission of a report which would include details on the Special Representative's post, as well as justification for the number and levels of other posts in terms of functions and workload.

4. The Advisory Committee notes from paragraph 4 of the Secretary-General's report that the programme of human rights activities will be financed mainly under the Trust Fund for a Human Rights Education Programme in Cambodia; an appeal for funds has resulted in some $800,000 being received so far. It is not clear to the Committee if additional funds are anticipated since the programme of activities, as outlined in the report, could not be sustained within the existing resources of $800,000 available in the Trust Fund. It is not clear to the Committee to what extent use has been made of the resources in the other existing trust funds for Cambodia. The full cost of the programme of activities envisaged has not been identified.

5. The Secretary-General's report provides information on the programme of human rights activities in Cambodia (paras. 5-57) and estimated costs of $1,834,100 for the biennium 1994-1995 for the support of the programme. As shown in paragraph 67 of the report, the requirements for the biennium are estimated at $2,384,100. The requirements are broken down as follows: posts ($1,829,200); general temporary assistance ($10,000); consultants ($40,400); travel of the Special Representative ($61,600); travel of staff ($96,100); general operating expenses ($247,000), which comprise rent and maintenance of premises, utilities, communications, vehicles and miscellaneous services; supplies and materials ($40,000); and acquisition of furniture and equipment ($59,800).

6. The Advisory Committee believes that the justification of posts and other requirements as previously raised by the Committee has not been adequately addressed in the Secretary-General's report. In this connection, the Advisory

Committee also believes that at this stage, with Trust Fund resources totalling only some $800,000, requirements of $2,384,100 to carry out the activities in support of the programme are rather excessive. The Committee therefore believes that a phased-in approach for setting up the support infrastructure would seem more appropriate and prudent. The Committee recommends that the operational programme be charged a fair share of support costs.

7. The Advisory Committee reiterates its view that there appears to be no proper justification provided for the amount of travel by staff, particularly outside of Cambodia. The Secretary-General should continue to explore the possibility of whether some of the items such as premises and office space could be provided by the host country. The Advisory Committee notes that the report does not confirm whether the possibility of acquiring any surplus equipment and spare parts from the United Nations Transitional Authority in Cambodia has been thoroughly explored.

8. The Advisory Committee was informed that the Special Representative receives no emoluments from the United Nations although he is provided travel and related facilities. The Advisory Committee believes that there is a need to define clearly the interrelationship between the Special Representative, the field offices for human rights in Cambodia, the Centre for Human Rights and the United Nations High Commissioner for Human Rights.

9. With regard to staffing, the Advisory Committee believes that at this stage the number and levels of staff proposed in the Secretary-General's report (8 Professionals and 20 General Service) are excessive.

10. The Advisory Committee notes from paragraph 25 of the report that the Centre for Human Rights aims to establish a network of human rights officers in the 21 Cambodian provinces. The Committee trusts that such an undertaking will be within the resources available to the programme and that all support activities will be commensurate with the funding available in the Trust Fund.

11. In view of its comments and observations in the paragraphs above, the Advisory Committee recommends that an amount of $1.5 million (inclusive of the amount of $550,000 already approved) be approved for the financing of human rights activities in Cambodia, under section 21 of the programme budget for the biennium 1994-1995.

DOCUMENT A/48/7/Add.13

Fourteenth report

Reorganization of the Department of Administration and Management

(Agenda item 121)*

[Original: English]

[28 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the reorganization of the Department of Administration and Management (A/C.5/48/72). During the consideration of the report, the Committee met with the Under-Secretary-General of the Department of Administration and Management and received additional information in response to its requests.

2. Paragraphs 1 to 5 of the Secretary-General's report provide a background to the current submission; in paragraph 5 of the report, the Secretary-General refers to the Advisory Committee's report on high-level posts (document A/48/7/Add.2 above) and in particular the recommendation that he should resubmit two proposals for the senior structure of the Department of Administration and Management, taking into account the relevant views and decisions of the General Assembly and the need to elaborate upon and fully explain and justify those proposals.

3. Strategic objectives for the Department are described in paragraphs 6 to 9, and its functional responsibilities are described in paragraphs 10 to 15 of the Secretary-General's report. The proposals of the Secretary-General for a revised managerial structure are presented in paragraphs 16 to 30 of the report.

4. In response to questions, the representative of the Secretary-General explained to the Committee that the reorganization of his Department was motivated by four main concerns:

- placing the Organization on a sound financial basis;

- completing the Integrated Management Information System;

- reorienting the budget process to ensure that the budget is responsive to the needs of Member States and submitted on a timely basis;

- improving the management of human resources.

The Advisory Committee trusts that these concerns will be addressed so as to help to ensure the full implementation of mandated activities and objectives approved by Member States. The Committee points out that there are other areas of concern which need to be addressed, including ensuring that the optimum level of conference services is delivered to Member States efficiently and in a cost-

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* Review of the efficiency of the administrative and financial functioning of the United Nations.

effective manner as well as the establishment of an effective procurement system.

5. The Advisory Committee notes that the proposals for the reorganization of the Department of Administration and Management have taken into account previous proposals of the Secretary-General and the reactions thereon of the Advisory Committee and the General Assembly. The Committee trusts that the arrangements to be put in place will bring organizational stability and will allow the officials concerned to concentrate on the substantive carrying out of their responsibilities.

6. The Committee trusts further that in the implementation of this reorganization, care will be taken to ensure that the control functions specified in the Financial Regulations and Rules of the United Nations are clearly assigned.

7. In paragraphs 22 and 23 of his report, the Secretary-General states that:

> "... the Under-Secretary-General, as the official ultimately accountable, will be actively involved in each functional responsibility and serve as the collective leader rather than merely as the head of the Department";

and that:

> "The objective of accountability and responsibility is furthered by the designation of three assistant secretaries-general who, in addition to assisting the Under-Secretary-General in overall policy-making, will serve as operational managers in their respective areas."

8. The representative of the Secretary-General explained his concept of a "front office" to the Committee in which he and the assistant secretaries-general would work in close proximity and would participate collectively in decision-making. The Advisory Committee agrees that this management style may prove an innovative approach to creative problem solving; however, the Committee trusts that clear lines of authority and accountability will be maintained.

9. In paragraph 5 of annex II to the Secretary-General's report, the proposal is made to formalize the temporary redeployment of an assistant secretary-general post from the Department of Administration and Management to the Office for Inspections and Investigations. In view of discussions now ongoing in the Fifth Committee which may have an impact on the future of the Office for Inspections and Investigations, the Advisory Committee recommends that no action be taken on that proposal at this time.

10. Annex II, paragraph 5, also contains a proposal to redeploy two D-2 posts to the Department of Administration and Management, one from the Department of Political Affairs (at Geneva) and the other from the Department for Development Support and Management Services. The Committee understands that both of these posts would be used for Conference and Support Services, one for a Director and Deputy to the Assistant Secretary-General for Conference and Support Services and the other to head the Buildings and Commercial Services Division. The Committee does not object to the proposed redeployment. It notes, however, that with the addition of a Deputy for Conference Services there will be two deputies to the Assistant Secretary-General for Conference and Support Services, thus creating three levels of supervisory management in that area (there are two levels of supervisory management in Programme Planning, Budget and Accounts and

Human Resources Management). The Committee points out that an alternative to this arrangement could have been an Assistant Secretary-General for Support Services instead of the two D-2 posts and that this might have provided a better-defined line of authority and direction both for Conference Services and for the Support Division. The Committee intends to keep these and other matters under review in the context of its consideration of the proposed programme budget for the biennium 1996-1997.

DOCUMENT A/48/7/Add.14

Fifteenth report

Programme budget implications of the draft resolution contained in document A/48/L.57

(Agenda item 31)*

[Original: English]

[29 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement submitted by the Secretary-General (A/C.5/48/79) in accordance with rule 153 of the rules of procedure of the General Assembly, on the programme budget implications of the draft resolution contained in document A/48/L.57, relating to the situation of democracy and human rights in Haiti.

2. The Advisory Committee notes from paragraph 2 of the Secretary-General's statement that the General Assembly, in its resolution 47/20 B of 20 April 1993, approved the Secretary-General's recommendation for United Nations participation, jointly with the Organization of American States (OAS), in the International Civilian Mission to Haiti (MICIVIH). For the biennium 1992-1993 the Assembly had approved an appropriation of $13,183,500 under the regular budget and during the biennium 1994-1995, for the period from 1 January to 31 March 1994, the Assembly approved an appropriation of $4 million under section 4 (Peace-keeping operations and special missions) of the regular budget.

3. On the basis of assumptions outlined in paragraphs 3 to 5 of his statement, the Secretary-General estimates that the additional requirements at full cost for the extension of the mandate of MICIVIH to 31 March 1995 would amount to $18,707,700 net of staff assessment, of which $16,596,300 relates to personnel costs such as salaries, fees, travel and related allowances and the balance ($2,111,400) to operational costs such as premises, vehicles and communications equipment (ibid., para. 8). However, as indicated in paragraph 10 of the Secretary-General's statement, owing to the low level of operations during the period from 1 January to 31 March 1994, it is estimated that $2,558,800 out of the $4 million would be available to offset part of the additional requirements for the extension of the Mission through 31 March 1995.

4. The Committee notes from paragraph 5 of the Secretary-General's statement that the United Nations staffing component for the Mission currently includes one post at the under-secretary-general level for the Special Envoy and one at the D-2 level for the Director of Human Rights, 186 other international staff (including 135 human rights observers) and 254 local staff. As reflected in annex III to the statement, and as confirmed to the Advisory Committee, 116 staff are already on board. The deployment schedule is indicated in annex III.

5. The Advisory Committee notes from paragraph 6 of the statement that MICIVIH had suspended operations in Haiti since October 1993 because of the deteriorating security situation and had evacuated mission staff (except for a small core group) to Santo Domingo. The Committee further notes that between

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* The situation of democracy and human rights in Haiti.

January and April 1994, 38 United Nations and OAS observers had returned to the capital and that "no serious incidents having been noted since the resumption of the observers' activities, security measures were relaxed, and, on 1 March 1994, the Mission moved from phase IV (maximum security) to phase III". Notwithstanding these facts, the Advisory Committee believes that the situation is still uncertain and doubts whether all of the staff will be deployed as envisaged according to the deployment schedule indicated in annex III to the Secretary-General's statement. It is therefore doubtful whether all of the staffing and operational resources which have been requested will be required during the period specified in the statement.

6. As indicated in paragraph 15 of the statement, the Secretary-General is of the view that, while not directly related to the maintenance of peace and security, the activities outlined in the statement are nevertheless of an extraordinary nature and should thus be dealt with outside the procedures related to the contingency fund, as provided for in section C, paragraph 11, of annex I to General Assembly resolution 41/213 of 19 December 1986.

7. The Advisory Committee recommends that the Fifth Committee inform the General Assembly that, should the Assembly adopt draft resolution A/48/L.57, an additional expenditure in an amount of up to $15,692,000 would be required under section 4 of the programme budget for the biennium 1994-1995. However, the Committee believes that because of the circumstances in the area of operation, it is not possible at this stage to indicate the exact level of the additional appropriation that might be necessary. Such additional appropriation as may be necessary will be considered by the Advisory Committee during the forty-ninth session of the General Assembly.

8. Pending such consideration, the Advisory Committee recommends that the Secretary-General be authorized to enter into commitments of up to $15.7 million for the period up to 31 March 1995.

DOCUMENT A/48/7/Add.15

Sixteenth report

Integrated Management Information System project

[Original: English]

[29 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions wishes to draw the attention of the Fifth Committee to an exchange of correspondence concerning the measures that are intended to be taken by the Secretary-General to accelerate and ensure the completion of the Integrated Management Information System (IMIS) project, pending a detailed consideration of the sixth progress report on the subject by the General Assembly (A/C.5/48/12/Add.1).

2. Those measures would entail the reallocation of resources currently approved for IMIS to activities within IMIS that need to be undertaken urgently but for which funds had not been foreseen. The amount of funds that would be reallocated within IMIS in 1994 is estimated at $1,425,000.

3. In this connection, the letter from the Under-Secretary-General for Administration and Management to the Chairman of the Advisory Committee, detailing the above-mentioned measures, and the letter from the Chairman of the Committee to the Secretary-General relating to the Under-Secretary-General's letter are contained respectively in annexes I and II to the present report.

ANNEX I

Letter dated 24 June 1994 from the Under-Secretary-General for Administration and Management to the Chairman of the Advisory Committee on Administrative and Budgetary Questions

I am providing below details of measures which we intend to take during 1994 in order to speed up and ensure the completion of the Integrated Management Information System (IMIS) project. These measures will entail the reallocation of funding currently approved for IMIS to activities that need to be undertaken urgently but for which funds had not been foreseen. These relate to the strengthening of the IMIS team and of the implementation capacity for Releases 3 and 4 to contractual services. The amount of funds that would be reallocated in 1994 is estimated at $1,425,000, including the expected 1994 disbursement of contractors' costs as detailed below.

With regard to the IMIS team, temporary assistance is required for a number of additional functions, as follows:

(i) Four work-months of an implementation coordinator to assist the Chief of the project with all implementation-related activities, in particular for offices away from Headquarters, and to assume responsibility for the coordination of training and security issues, in collaboration with the Office of Human Resources Management and the Electronic Services Division;

(ii) Four work-months of a coordinator for implementation at offices away from Headquarters who will be responsible for all data-related issues for those offices;

(iii) Four work-months of an administrative officer to assist the Chief of the project with all administrative issues, such as contracts with vendors, payments, budget, staffing, procurement and liaison with offices away from Headquarters;

(iv) Four work-months of a payroll coordinator to be responsible for payroll-related development and implementation under the supervision of the coordinator for budget and finance;

(v) Four work-months of a payroll system analyst to assist in all technical issues related to the development and implementation of payroll.

Such assistance is expected to be needed throughout 1995 and beyond. The estimated costs for 1994 amount to $162,900.

Office of Programme Planning, Budget and Finance (OPPBF)

Ninety-seven work-months of temporary assistance in 1994 to perform the following tasks:

(i) Six work-months of a systems analyst to work in the electronic data-processing (EDP) support services section to replace the Chief of the Section who coordinates implementation-related activities in OPPBF;

(ii) Thirty-one work-months of systems analysts/programmers for reports writing;

(iii) Six work-months of General Service staff to work in the EDP support services section to replace a permanent staff member working on reports specifications;

(iv) Ten work-months of accounts clerks to replace two permanent General Service staff who would be working with the team in charge of rewriting manuals and reviewing workflows in OPPBF;

(v) Six work-months of a technical specialist who would assist the United Nations in managing the system test act' ties for Release 3;

(vi) Six work-months of a systems accountant who would review the test results and perform additional tests for Release 3;

(vii) Fifteen work-months of programmers to write interfaces between IMIS and other financial systems that will not be replaced by IMIS (tax reimbursement system, budget information system, the United Nations Database Information Centre System (UNDICS), etc.) or for providing data to external sources (banks, insurance companies, etc.);

(viii) Fifteen work-months of accountants to assist the Accounts Division while a number of Professional staff are involved in IMIS-related activities (testing, data verification, data collection, reviews of documentation, etc.);

(ix) Two work-months of an accountant to assist Payroll while a number of staff are involved in IMIS-related activities.

Such assistance will also be required for part of 1995. The estimated cost for 1994 amounts to $656,500.

Contractual services

Renegotiation of the contract with the contractor is expected to be concluded in 1994 and to result in a net additional requirement of $1 million, including maintenance support, which will not be disbursed before 1995. In addition, the study of the workflow analysis at Geneva will require $450,000 to be disbursed in 1994.

Maintenance costs

Twenty-three work-months of temporary assistance will be required in 1994 for systems programmers to work on the maintenance of existing systems while permanent staff are being trained in the maintenance of IMIS. Such assistance will be required for part of 1995. The estimated cost for 1994 amounts to $155,600.

Two Professional posts and five General Service posts (Other level) are required in the Office of Human Resources Management to strengthen the maintenance and users' support team. The estimated costs amount to $200,000 for 1994. The Department is seeking solutions to finance these positions through redeployment of internal resources.

I hope that this information meets the requirements of the Committee and I remain at your disposal for further information.

(Signed) Joseph E. CONNOR
Under-Secretary-General for
Administration and Management

ANNEX II

Letter dated 28 June 1994 from the Chairman of the Advisory Committee on Administrative and Budgetary Questions to the Secretary-General

The Advisory Committee on Administrative and Budgetary Questions has received the letter dated 24 June 1994 from the Under-Secretary-General for Administration and Management, regarding the measures which are intended to be taken to accelerate and ensure the completion of the Integrated Management Information System (IMIS) project pending a detailed consideration of your sixth progress report on the subject by the General Assembly.

As indicated in the letter, these measures will entail the reallocation of funding currently approved for IMIS to activities that need to be undertaken urgently but for which funds had not been foreseen. The amount of funds that would be reallocated in 1994 is estimated at $1,425,000. In this connection, details of measures which are intended to be taken are provided in the letter.

The Advisory Committee takes note of your proposal, as contained in the letter of the Under-Secretary-General, without prejudice to the recommendations it might make on your sixth progress report on IMIS and will revert to the matter in the context of its examination of that report.

(Signed) C. S. M. MSELLE
Chairman

DOCUMENT A/48/7/Add.16

Seventeenth report

Agreement relating to the Implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982 - Programme budget implications of the draft resolution contained in document A/48/950

(Agenda item 36)*

[Original: English]

[29 June 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement submitted by the Secretary-General (A/C.5/48/80) on programme budget implications of the draft resolution contained in document A/48/950 on the Agreement relating to the Implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982. For the reasons given below, this consideration of requirements by the Advisory Committee is preliminary.

2. As recalled in paragraph 1 (d) of the Secretary-General's statement, under the terms of paragraph 8 of the draft resolution, the General Assembly would decide "to fund the administrative expenses of the International Seabed Authority in accordance with section 1, paragraph 14, of the annex to the Agreement".

3. Section 1, paragraph 14, of the annex to the Agreement provides that:

> "The Authority shall have its own budget. Until the end of the year following the year during which this Agreement enters into force, the administrative expenses of the Authority shall be met through the budget of the United Nations. Thereafter, the administrative expenses of the Authority shall be met by assessed contributions of its members, including any members on a provisional basis, in accordance with articles 171, subparagraph (a), and 173 of the Convention and this Agreement, until the Authority has sufficient funds from other sources to meet those expenses. The Authority shall not exercise the power referred to in article 174, paragraph 1, of the Convention to borrow funds to finance its administrative budget."

4. The Advisory Committee recalls Article 17, paragraphs 1 and 2, of the Charter of the United Nations which provide that "the General Assembly shall consider and approve the budget of the Organization" and that "the expenses of the Organization shall be borne by the Members as apportioned by the General Assembly". The Advisory Committee points out that the provisions of section 1, paragraph 14, of the annex to the Agreement must be implemented in accordance with the requirements of Article 17 of the Charter.

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* Law of the sea.

5. Should the General Assembly adopt the draft resolution contained in document A/48/950, the projected additional requirements for the International Seabed Authority, based on the assumptions contained in document A/C.5/48/80, would be as shown in the table below.

Projected resource requirements for the International Seabed Authority for the period 1994-1999

If the requisite number of States sign the Agreement a/ by the end of	Resource requirements for	Estimated resources (United States dollars)		
		International Seabed Authority secretariat	Conference servicing	Total resources
1994	1995	1 589 700 b/	1 619 800 c/	439 800
1995	1996	4 024 200 d/	1 775 800	5 800 000
1996	1997	4 225 400	1 864 600	6 090 000 e/
1997	1998	4 436 700	1 957 800	6 394 500 e/
1998	1999	4 658 500	2 055 700	6 714 200 e/

a/ Draft Agreement relating to the Implementation of Part XI of the United Nations Convention on the Law of the Sea of 10 December 1982.

b/ To be offset by savings of $1,149,900 under section 7 (Legal activities) of the programme budget for the biennium 1994-1995 resulting from the closing down of the Law of the Sea Office at Kingston.

c/ To be absorbed under section 25E (Conference services) of the programme budget for the biennium 1994-1995 (see A/C.5/48/80, para. 51).

d/ This amount assumes a staffing level as set out in A/C.5/48/80, annex, table 1.

e/ Assumes the same level of real resources as for 1996 and allows for 5 per cent annual inflation.

6. As can be derived from the table, the maximum amount that might be paid by the United Nations until the end of 1999, assuming that the Agreement does not enter into force until 16 November 1998, would be $25,438,500. If it is assumed that the Agreement will enter into force earlier than that date, the amount charged to the United Nations would be correspondingly less.

7. The Advisory Committee recommends to the Fifth Committee that it inform the General Assembly that should it adopt the draft resolution contained in document A/48/950, including paragraph 8 thereof, an appropriation of $1,589,700 would be required under section 32 (International Seabed Authority) of the programme budget for the biennium 1994-1995, to be offset by a reduction of $1,149,900 under section 7. The net additional appropriation of $439,800 will be subject to the provisions for the use and operation of the contingency fund.

8. Such estimates of the amounts to be paid by the United Nations in respect of future years as may actually be required will be considered by the General

Assembly on the basis of a further report by the Secretary-General; at that time, the Advisory Committee will also make recommendations on the procedure to be followed in implementing section 1, paragraph 14, of the annex to the Agreement, including the application of procedures for the use and operation of the contingency fund.

DOCUMENT A/48/7/Add.17

Eighteenth report

Establishment of a human rights verification mission in Guatemala - Programme budget implications of draft resolution A/48/L.63/Rev.1

(Agenda item 40)*

[Original: English]

[14 September 1994]

1. The Advisory Committee on Administrative and Budgetary Questions has considered the statement (A/C.5/48/84) submitted by the Secretary-General in accordance with rule 153 of the rules of procedure of the General Assembly, on the programme budget implications of the proposal to establish a human rights verification mission in Guatemala as contained in draft resolution A/48/L.63/Rev.1.

2. Should the General Assembly adopt the draft resolution, the Secretary-General would establish a verification mission in Guatemala (MINUGUA) in accordance with the recommendations contained in his report (A/48/985) for an initial period of six months.

3. On the basis of assumptions outlined in paragraphs 2 to 4 of his statement of programme budget implications, the Secretary-General estimates that additional requirements under section 4 (Peace-keeping operations and special missions) of the programme budget for the biennium 1994-1995 would amount to $16,291,800 net, of which $8,393,200 relates to personnel costs, such as salaries, fees, travel and related allowances. The balance, $7,898,600, relates to operational costs, such as rental and maintenance of premises and vehicles and purchase of furniture, vehicles and communication equipment.

4. The Committee notes the Secretary-General's comments in paragraph 38 of his report (A/48/985) and his reasons for seeking financing under section 4 of the regular budget. The Advisory Committee further notes from paragraph 6 of the Secretary-General's report that "the purpose of the present report is accordingly to recommend that the General Assembly decide now to authorize the establishment of a United Nations Human Rights Verification Mission in Guatemala (MINUGUA). After the signature of the Agreement for a Firm and Lasting Peace, [the Secretary-General will] make recommendations for the verification of other agreements contained in it." In this connection, the Advisory Committee was informed by representatives of the Secretary-General that it was the intention, once a final peace agreement had been signed, to seek Security Council approval for a peace-keeping operation and to establish a special account for that purpose.

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* The situation in Central America: procedures for the establishment of a firm and lasting peace and progress in fashioning a region of peace, freedom, democracy and development.

5. The Advisory Committee notes from the Secretary-General's report that the estimated requirements are based on the findings of a preliminary mission. The Advisory Committee trusts that, after the adoption of draft resolution A/48/L.63/Rev.1 by the General Assembly, the estimates will be refined and will be specifically related to a detailed and more specific plan of operation. The Advisory Committee also trusts that the possibility of obtaining assistance from the host Government in the form of premises and other services, such as landing fees, will be thoroughly explored and negotiated in the context of a status-of-mission agreement.

6. Annex III to the Secretary-General's statement contains a proposed staffing table, which indicates a total of 56 staff at the Professional level, including 1 D-2, 2 D-1, 14 P-5, 12 P-4, 22 P-3 and 5 P-2; 39 General Service staff; 30 Field Service staff; and 72 United Nations Volunteers (UNV). In addition, 10 military observers and 60 civilian police are proposed. Staffing according to organizational units is also shown in annex III to the statement. In order to achieve the best balance between administrative and substantive staff, the Advisory Committee believes that staffing requirements should be reviewed and determined in relation to the activities to be carried out within the operational plan with a view to streamlining the number and/or grade level of the administrative structure. Moreover, appropriate administrative support for all regional centres should be ensured from within the resources projected.

7. The Advisory Committee believes that five P-5 posts, in addition to a D-1 post for the administrative, personnel and finance functions of the Mission, is excessive and should be reviewed after the finalization of an operational plan.

8. Staffing requirements should also take into account the availability of national Professionals in Guatemala and other countries in the region. Upon inquiry, the Advisory Committee was informed that it would be possible to expand the proposed UNV staffing component of 72 by an additional 10 to 15 UNVs, thus lowering the total resources request for staffing by reducing the number of international civilian staff.

9. From the information provided to it, the Committee understands that the staffing component includes a resident auditor at the P-4 level assisted by a General Service staff member and a resident management review officer at the P-4 level. While the Committee commends the emphasis on audit and compliance functions, the Committee does not at this stage recommend that the audit function be carried out by resident field staff; the services could be provided from Headquarters. As for the post of resident management review officer, the Committee does not recommend its establishment at this stage. The Committee intends to revert to the question in the context of the consideration of the Secretary-General's report contained in document A/48/945.

10. The Advisory Committee notes from paragraph 21 of the Secretary-General's report (ibid.) that resource mobilization efforts would be a component of the Mission's activities and that the Mission would coordinate efforts within the United Nations system to obtain international financing for specific projects. The Committee trusts that there will be no duplication between United Nations Headquarters and Mission headquarters in their respective efforts to mobilize resources. The Advisory Committee trusts further that the resources made available through these efforts will be reflected in the performance report for MINUGUA. The Advisory Committee notes the absence from the Secretary-General's statement of a description of the involvement of the existing human rights entities within the United Nations.

11. Paragraph 6 of the Secretary-General's statement indicates that the estimates include an amount of $2,560,600 for the transfer of 132 vehicles and surplus equipment from other missions. The Committee has in the past commented on the question of "double charging" for equipment to be transferred from one mission to another and stated its intention to look into the matter (see for example documents A/46/904, para. 9; A/46/945, para. 27; and A/47/990, para. 29).

12. In this connection, the Advisory Committee recalls General Assembly resolution 48/240 B on the financing of the United Nations Operation in Mozambique and decision 48/496 on the administrative and budgetary aspects of the financing of the United Nations peace-keeping operations. In that decision, the General Assembly requested the Secretary-General to "study the feasibility of a procedure by which assets to be redeployed from a peace-keeping operation during its liquidation phase to other peace-keeping operations or other United Nations bodies should be transferred only after the value of the assets has been determined and provision made, in the budgets of the receiving operations, to reimburse the special account of the operation from which the assets are provided, this liability to be met as expeditiously as possible upon receipt of funds".

13. With regard to the total number of vehicles proposed to be acquired for the Mission, the Advisory Committee believes that the number of 132 is excessive; the Committee recommends a reduction of 22 vehicles for a total of 110. Similarly, the Committee believes that the requirements for electronic data-processing equipment such as computers and printers have been overestimated. The Committee recommends a reduction of 53 computers, i.e. a total of 150 instead of 203, and a reduction of 82 printers, i.e. 70 instead of 152.

14. In the light of the above observations and recommendations and pending the final decision of the General Assembly on the mode of financing and the receipt of the study referred to in paragraph 12 above, the Advisory Committee recommends that the Secretary-General, at this stage, be authorized to enter into commitments not exceeding $12.9 million under section 4 of the programme budget for the biennium 1994-1995. The actual amount to be appropriated will be determined on the basis of the performance report on the programme budget for the biennium 1994-1995 to be submitted to the General Assembly towards the end of 1994.

Annex

REPORTS PRESENTED ORALLY BY THE CHAIRMAN OF THE ADVISORY COMMITTEE ON ADMINISTRATIVE AND BUDGETARY QUESTIONS AT MEETINGS OF THE FIFTH COMMITTEE

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Programme budget implications of the draft resolution contained in document A/48/L.28 concerning agenda item 33*

1. At the 27th meeting of the Fifth Committee, the Chairman of the Advisory Committee on Administrative and Budgetary Questions said that the draft resolution contained in document A/48/L.28 would have the General Assembly establish an open-ended working group on the question of increasing the membership of the Security Council that was to report back to it before the end of the forty-eighth session. Paragraphs 7 and 12 of the Secretary-General's statement on the programme budget implications of the draft resolution (A/C.5/48/38) indicated that servicing the working group would give rise to an estimated requirement of $74,400 under subsection 3B (Department of Political Affairs I) of the proposed programme budget for two temporary Meeting Assistants at the General Service level and an estimated amount of $19,800 under section 28 (Staff assessment) to be offset by the same amount under income section 1 (Income from staff assessment). In considering the statement, the Advisory Committee had noted that the services would be provided by units which the Secretary-General proposed to transfer to the Department of Administration and Management. The Fifth Committee might therefore wish to inform the General Assembly that adopting the draft resolution would not give rise to additional appropriations at the current stage. Any additional appropriations necessary would be considered by the General Assembly in the context of the performance report on the programme budget for the biennium 1994-1995. (See A/C.5/48/SR.27, para. 54.)

Programme budget implications of draft resolution A submitted by the First Committee in its report (A/48/677, para. 20), concerning agenda item 72 (e)**

Programme budget implications of the draft resolution submitted by the First Committee in its report (A/48/671, para. 8), concerning agenda item 66***

Programme budget implications of draft resolution B submitted by the First Committee in its report (A/48/678, para. 14), concerning agenda item 73 (b)****

2. At the 38th meeting, the Chairman of the Advisory Committee drew attention to document A/C.5/48/32 (see also A/C.5/48/34) presenting the Secretary-General's estimate of programme budget implications for the recommendations arising from paragraph 6 of draft resolution A submitted by the First Committee in its report in document A/48/677. In section C of his statement, the Secretary-General outlined the activities which would be undertaken by the Standing Advisory Committee on Security Questions in Central Africa and indicated that it would hold two meetings, one at Luanda, for five days in 1994, and another at Brazzaville, also for five days, and that in connection with those meetings, travel and subsistence would be paid to the participants and

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* Question of equitable representation on and increase in the membership of the Security Council.

** Review and implementation of the Concluding Document of the Twelfth Special Session of the General Assembly: regional confidence-building measures.

*** Comprehensive nuclear-test-ban treaty.

**** Review of the implementation of the recommendations and decisions adopted by the General Assembly at its tenth special session: report of the Conference on Disarmament.

conference-servicing costs would be covered. Those budgetary implications were outlined in section E and the full cost of the two meetings was estimated at $206,800. The Secretary-General indicated that no additional appropriation for the activities enumerated would be required since provision had been made for them in the proposed programme budget. Two other elements, however, would have to be authorized: the General Assembly would need to grant an exception to allow the meetings to be held away from established United Nations headquarters sites and also to pay for travel and subsistence costs of governmental representatives (sect. G of the statement).

3. A similar request had been put before the Fifth Committee the previous year and the Advisory Committee had reported on it in its report. a/ The Advisory Committee had not recommended granting an exception for payment of travel and subsistence costs, b/ but the Fifth Committee had endorsed the Secretary-General's proposals. He assumed that the Committee would be recommending the same treatment as it had done the previous year. (See A/C.5/48/SR.38, paras. 14 and 15.)

Programme budget implications of draft resolution II submitted by the Fifth Committee in its report (A/48/801, para. 10), concerning agenda item 121*

4. At the 42nd meeting, the Chairman of the Advisory Committee read out paragraphs 1, 2, 4 and 6 of section III of draft resolution II submitted by the Fifth Committee in document A/48/801, as well as paragraphs 3 (a) and (b) of the statement of programme budget implications of the draft resolution (A/C.5/48/56) in which the Secretary-General requested funds for the activities to be undertaken. The Advisory Committee had considered that statement and thought that the supplementary staff resources were somewhat high. It noted that half of the estimated requirements represented travel of members of the working group. It further noted that the activities to be undertaken, as outlined in section B of document A/C.5/48/56, would be managed under section 25A (Office of the Under-Secretary-General for Administration and Management) of the proposed programme budget for the biennium 1994-1995, section 25 being the section which had the largest resource allocation (proposed at $927 million and revised downward by the Advisory Committee to $889.1 million). The Secretary-General had the authority to transfer within that section, but if he transferred between sections he needed the concurrence of the Advisory Committee.

5. While the Advisory Committee felt that the services indicated in the Secretary-General's statement should be provided, it could not, at that stage, recommend an exact additional figure. The Secretary-General should try to absorb much of the estimated expenditure under that item; if, between January and the time of preparation of his first performance report, he encountered any difficulties, he should be authorized to seek the concurrence of the Advisory Committee for such additional commitments as he might require. The Advisory Committee also requested the Secretary-General to have recourse to any voluntary contributions made pursuant to the request in the draft resolution.

6. It recommended that the General Assembly should be informed that, should it adopt draft resolution II in document A/48/801, no additional appropriations would be required at that stage, and that the Secretary-General would seek the concurrence of the Advisory Committee if any additional commitments, prior to the performance report, were needed. (See A/C.5/48/SR.42, paras. 70-72.)

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* Review of the efficiency of the administrative and financial functioning of the United Nations.

Programme budget implications of the draft resolutions contained in documents A/48/L.41 to L.43, concerning agenda item 35*

7. At the 43rd meeting, the Chairman of the Advisory Committee said that paragraphs 4 to 6 of the statement submitted by the Secretary-General indicated that provision had already been made in the proposed programme budget for the resources required to implement the mandates contained in the draft resolutions, namely, to keep under review the situation regarding the question of Palestine and to continue to promote the exercise of the inalienable rights of the Palestinian people, to provide the Division for Palestinian Rights of the Secretariat with the resources it needed and to request the Department of Public Information of the Secretariat to disseminate information on the question of Palestine. Accordingly, should the three draft resolutions be adopted, no additional appropriation would be required under the programme budget for the biennium 1994-1995. (See A/C.5/48/SR.43, para. 2.)

Programme budget implications of the draft resolution contained in document A/48/L.21/Rev.1, concerning agenda item 40**

8. At the 43rd meeting, the Chairman of the Advisory Committee said that under the draft resolution the General Assembly would ask the Secretary-General to continue to use his good offices to promote a firm and lasting peace in Central America. In the biennium 1992-1993 two temporary posts had been available, one at the P-5 level and another in the General Service category, to provide the Secretary-General with the necessary assistance. The Advisory Committee agreed with the request for an additional temporary post at the P-4 level. Should the General Assembly adopt the draft resolution, additional appropriations of $332,200 would be required under section 4 (Peace-keeping operations and special missions) of the proposed programme budget for the biennium 1994-1995, together with an amount of $78,100 under section 28 (Staff assessment), to be offset by the same amount under income section 1 (Income from staff assessment). (See A/C.5/48/SR.43, para. 6.)

Programme budget implications of the draft resolution contained in document A/48/L.33, concerning agenda item 56***

9. At the 43rd meeting, the Chairman of the Advisory Committee said that the Secretary-General, in paragraph 5 of his statement of programme budget implications, indicated that the strengthening of the secretariat of the Economic and Social Council would be undertaken in the context of the overall restructuring process of the Secretariat from within the resources of section 8 (Department for Policy Coordination and Sustainable Development) of the proposed programme budget for the biennium 1994-1995, thus obviating the need for additional resources. The Advisory Committee drew the attention of the Fifth Committee to paragraph 4 of the Secretary-General's statement which indicates the understanding that implementation of annex I, paragraph 27, of the draft resolution may call for the construction of new conference-servicing facilities for the United Nations Development Programme (UNDP), the United Nations

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* Question of Palestine.

** The situation in Central America: procedures for the establishment of a firm and lasting peace and progress in fashioning a region of peace, freedom, democracy and development.

*** Restructuring and revitalization of the United Nations in the economic, social and related fields.

Population Fund (UNFPA) and the United Nations Children's Fund (UNICEF) in order to accommodate the programme of meetings of the Executive Boards. In that connection the Secretary-General, UNDP, UNICEF and UNFPA should consider the question of additional facilities that might be needed pursuant to the draft resolution under consideration and should report thereon to the General Assembly through the Advisory Committee. The Advisory Committee wished to draw particular attention to the final sentence of paragraph 4, which indicated that the construction of new facilities must follow the procedures in force for the submission of proposals for construction projects. Lastly, the Advisory Committee was of the view that there should be no change in its role vis-à-vis UNDP, UNICEF and UNFPA. (See A/C.5/48/SR.43, para. 9.)

Programme budget implications of the draft resolutions contained in documents A/48/L.29, L.30 and L.31/Rev.1, concerning agenda item 38*

10. At the 43rd meeting, the Chairman of the Advisory Committee said that the changes in the level of resources requested reflected recent developments in South Africa. In particular, in paragraph 17 of the Secretary-General's statement of programme budget implications (A/C.5/48/59) it was proposed that the balance of $690,000 of the provision at the 1992-1993 level contained in the proposed programme budget for the special allocation of the Special Committee against Apartheid should be relinquished. The Advisory Committee was recommending adoption of the draft resolutions, which would not give rise to any additional appropriation. (See A/C.5/48/SR.43, para. 12.)

Programme budget implications of draft decisions I-IV submitted by the Second Committee in its report (A/48/715/Add.1, para. 22), concerning agenda item 12**

11. At the 43rd meeting, the Chairman of the Advisory Committee said that under the terms of draft decision II the General Assembly would decide to endorse Economic and Social Council resolution 1993/68 of 30 July 1993, relating to the African Institute for Economic Development and Planning, adoption of which would result in the provision of additional resources for the Institute. The General Assembly, under section 15 (Economic Commission for Africa) of the proposed programme budget for the biennium 1994-1995, had already made provision for a grant of $942,400 for the Institute to cover the cost of four posts in the Professional and higher categories. Accordingly adoption of the draft decision would not give rise to any additional appropriation. However, adoption of draft decision III, by which the Assembly would endorse Economic and Social Council resolution 1993/66 of 30 July 1993, relating to the Second Transport and Communications Decade in Africa, would give rise to an additional appropriation of $175,100. (See A/C.5/48/SR.43, para. 15.)

Programme budget implications of the draft resolution submitted by the Second Committee in its report (A/48/733, para. 11), concerning agenda item 154***

12. At the 43rd meeting, the Chairman of the Advisory Committee said that the Advisory Committee had recommended deletion of the estimate of $1.6 million proposed by the Secretary-General under section 2 (United Nations integrated

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* Elimination of apartheid and establishment of a united, democratic and non-racial South Africa.

** Report of the Economic and Social Council.

*** United Nations interim offices.

offices) of the proposed programme budget, for the reasons indicated in its report c/ pending the outcome of the deliberations of the Second Committee. The draft resolution, adopted by the Second Committee, defined the field offices of the United Nations development system in the context of operational activities for development. The Secretary-General, in paragraph 2 of his statement of programme budget implications of the draft resolution (A/C.5/48/55), indicated the nine countries in which field offices of the United Nations development system would be established, and in paragraph 4 further indicated that the field offices established in the nine countries in question would carry out public information activities. An appropriation of $2,356,400 was being requested under section 24 (Public information) of the proposed programme budget in connection with those activities. The Advisory Committee was recommending an additional appropriation of that amount subject to the guidelines for the use and operation of the contingency fund, adopted by the General Assembly in its resolution 42/211. The Advisory Committee was also recommending an additional appropriation of $446,800 under section 28 (Staff assessment), to be offset by an increase in the same amount under income section 1 (Income from staff assessment). (See A/C.5/48/SR.43, para. 21.)

Programme budget implications of the draft resolution submitted by the Second Committee in its report (A/48/732, para. 11), concerning agenda item 106*

13. At the 43rd meeting, the Chairman of the Advisory Committee said that, should the General Assembly adopted the draft resolution submitted by the Second Committee, no additional resources would be required under the regular budget and the activities of the United Nations Institute for Training and Research relating to senior fellows and the other services indicated in paragraph 9 of the statement of programme budget implications submitted by the Secretary-General (A/C.5/48/57) would be financed exclusively from voluntary contributions, donations, special-purpose grants and executing agency overheads. (See A/C.5/48/SR.43, para. 27.)

Programme budget implications of the draft resolution submitted by the Second Committee in its report (A/48/724, para. 10), concerning agenda item 98**

14. At the 43rd meeting, the Chairman of the Advisory Committee said that the Secretary-General, in document A/C.5/48/58, had indicated that the preparatory work for the World Conference on Natural Disaster Reduction would require conference services estimated at $709,600 on a full-cost basis. The secretariat for the International Decade for Natural Disaster Reduction would require resources in an amount of $644,500, with $440,200 in respect of travel and daily subsistence costs of participants in the Conference. The statement of programme budget implications (A/C.5/48/58), in paragraph 8, indicated that the amount of $709,600 would be absorbed under section 25 (Administration and management) of the proposed programme budget and that no additional resources would be required. The costs incurred by the secretariat and the travel costs would be met from extrabudgetary resources. Accordingly adoption of the draft resolution recommended by the Second Committee would not give rise to any additional appropriation. (See A/C.5/48/SR.43, para. 29.)

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* Training and research: United Nations Institute for Training and Research.

** International Decade for Natural Disaster Reduction.

Programme budget implications of draft resolution I submitted by the Third Committee in its report (A/48/632/Add.2, para. 88), concerning agenda item 114 (b)*

Programme budget implications of the draft resolution submitted by the Third Committee in its report (A/48/632/Add.4, para. 14), concerning agenda item 114 (b)*

Programme budget implications of draft resolution XII submitted by the Third Committee in its report (A/48/632/Add.3, para. 67), concerning agenda item 114 (c)**

15. At the 43rd meeting, the Chairman of the Advisory Committee said that he would report on the three draft resolutions relating to human rights in one statement. With respect to the programme budget implications of draft resolution XII contained in paragraph 67 of document A/48/632/Add.3, the General Assembly would urge the Secretary-General, within existing resources, to make all necessary resources available for the Special Rapporteur on the situation of human rights in the territories of the successor States of the former Yugoslavia to carry cut his mandate, in particular with respect to Bosnia and Herzegovina, Croatia and the Federal Republic of Yugoslavia (Serbia and Montenegro). The estimated requirements of $740,300 would be met from voluntary contributions. Should draft resolution XII be adopted, no additional appropriation would be required under the programme budget for the biennium 1994-1995. The statement of the programme budget implications of draft resolution I in paragraph 88 of document A/48/632/Add.2 (A/C.5/48/46) and the statement of the programme budget implications of the draft resolution in paragraph 14 of document A/48/632/Add.4 (A/C.5/48/61) related to questions arising from the World Conference on Human Rights held at Vienna. The Secretary-General indicated that the increase in the resources for the Centre for Human Rights would allow it to discharge most of the mandates included under the Vienna Declaration, but also indicated that additional resources in an amount of $1,987,400 would be required. (See A/C.5/48/SR.43, para. 31.)

Programme budget implications of draft resolution II submitted by the Third Committee in its report (A/48/634, para. 15), concerning agenda item 172***

16. At the 43rd meeting, the Chairman of the Fifth Committee proposed that, on the basis of the statement of programme budget implications submitted by the Secretary-General (A/C.5/48/49) and the recommendations of the Advisory Committee, the Fifth Committee should inform the General Assembly that, should it adopt draft resolution II in paragraph 15 of document A/48/634, no additional appropriation would be required under section 21 (Human rights) of the proposed programme budget for the biennium 1994-1995. (See A/C.5/48/SR.43, para. 69.)

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* Human rights questions: human rights questions, including alternative approaches for improving the effective enjoyment of human rights and fundamental freedoms.

** Human rights questions: human rights situations and reports of special rapporteurs and representatives.

*** Necessity of adopting effective measures for the promotion and protection of the rights of children throughout the world who are victims of especially difficult circumstances, including armed conflicts.

Revised estimates under section 3B (Department of Political Affairs I)

17. At the 43rd meeting, the Chairman of the Advisory Committee presented the Advisory Committee's report. The Advisory Committee recommended acceptance of the Secretary-General's proposals contained in document A/C.5/48/39. (See A/C.5/48/SR.43, para. 72.)

Revised estimates under sections 25 (Administration and management) and 31 (Office for Inspections and Investigations)

18. At the 43rd meeting, the Chairman of the Advisory Committee said that document A/C.5/48/42 indicated that the resources required for the Office for Inspections and Investigations would amount to $11,941,700, excluding the amount of $320,300 in respect of the post of Assistant Secretary-General for Inspections and Investigations. It was proposed that the first amount, relating to the objects of expenditure referred to in paragraphs 22 to 31 of the Secretary-General's report (A/C.5/48/42), should be redeployed from subsections 25A (Office of the Under-Secretary-General for Administration and Management), 25B (Office of Programme Planning, Budget and Finance) and 25G (Internal Audit Division) to a new section 31 relating to the Office for Inspections and Investigations (para. 32 of the report). It was the Advisory Committee's understanding that the General Assembly had yet to take any decision regarding establishment of the Office in view of which it was drawing attention to the fact that, should the proposal be adopted, a post at the Assistant Secretary-General level would need to be provided for. (See A/C.5/48/SR.43, para. 91.)

Office of the Secretary-General in Afghanistan and Pakistan

19. At the 44th meeting, the Chairman of the Advisory Committee said that the Advisory Committee had reviewed the estimates contained in the Secretary-General's report (A/C.5/48/41), and had noted that they were based on expenditure in the operational area. It recommended an amount of $1 million for the Office of the Secretary-General in Afghanistan and Pakistan and made no change to the number of posts requested by the Secretary-General. (See A/C.5/48/SR.44, para. 18.)

Programme budget performance of the United Nations for the biennium 1992-1993

20. At the 44th meeting, the Chairman of the Advisory Committee said that the Advisory Committee recommended that the Fifth Committee accept, on a provisional basis, a reduction in expenditures for the biennium 1992-1993 of $56,054,200 gross ($28,357,900 net). The Advisory Committee would undertake a detailed examination of the second performance report of the Secretary-General on the programme budget for the biennium 1992-1993 at its spring session in 1994, at which time it would issue its report on the factors used in preparing the performance report, namely, inflation, currency exchange rates and standard costs, with particular reference to common staff costs. The General Assembly would thus have another opportunity the following year to examine the performance report in the light of the detailed comments of the Advisory Committee. (See A/C.5/48/SR.44, para. 73.)

Programme budget implications of the draft resolution contained in document A/48/L.24/Rev.1, concerning agenda item 24*

21. At the 45th meeting, the Chairman of the Advisory Committee said that if the draft resolution was adopted, it would give rise to an additional appropriation of $152,500 under section 8 (Department for Policy Coordination and Sustainable Development) of the proposed programme budget, subject to the guidelines for the use and operation of the contingency fund. (See A/C.5/48/SR.45, para. 46.)

Programme budget implications of the draft resolution contained in document A/48/L.51, concerning agenda item 47**

22. At the 45th meeting, the Chairman of the Advisory Committee said that adoption of the draft resolution contained in document A/48/L.51 would result in the establishment, on an exceptional basis, of a post of Special Adviser at the Under-Secretary-General level against general temporary assistance resources for organizing and coordinating activities relating to the commemoration of the fiftieth anniversary of the United Nations. The Secretary-General, in document A/C.5/48/65, had indicated that he had made provision under section 1 (Overall policy-making, direction and coordination) of the proposed programme budget for a post of Special Adviser, four Professional posts (one D-1, one P-5, one P-4 and one P-3) and seven General Service posts, and that should the General Assembly approve those resources, no additional appropriations would be required.

23. The Advisory Committee, in paragraph I.10 of its report c/ had recommended that, as long as no specific legislative mandate existed, a D-1 post and two General Service posts in support of activities relating to the commemoration of the fiftieth anniversary of the United Nations should be funded under section 24 (Public information) of the proposed programme budget. The Advisory Committee was now recommending that funding should be provided under section 24 (instead of section 1) for a post at the Under-Secretary-General level, three Professional posts (one P-5, one P-4 and one P-3) and four General Service posts for the Special Adviser and related office staff. Should the Advisory Committee's recommendation be approved, no additional appropriations for the budget as a whole would be required. (See A/C.5/48/SR.45, paras. 49 and 50.)

International Computing Centre: 1994-1995 budget estimates

24. At the 45th meeting, the Chairman of the Advisory Committee said that the Advisory Committee was recommending approval of the budget estimates for the International Computing Centre for the biennium 1994-1995 in the amount of $25,099,000. The amount relating to participation by the United Nations had already been included in the proposed programme budget for the biennium 1994-1995, given which approval of the estimates would not give rise to any additional appropriation. (See A/C.5/48/SR.45, para. 64.)

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* United Nations New Agenda for the Development of Africa in the 1990s.

** Commemoration of the fiftieth anniversary of the United Nations in 1995.

Request for a subvention to the United Nations Institute for Disarmament Research resulting from the recommendation of the Board of Trustees of the Institute in document A/48/270

25. At the 45th meeting, the Chairman of the Advisory Committee said that in document A/C.5/48/16 approval was sought for a subvention to the United Nations Institute for Disarmament Research (UNIDIR) of $220,000 from the regular budget of the United Nations. In paragraph II.20 of its first report on the proposed programme budget for the biennium 1994-1995, c/ the Advisory Committee recommended approval of the subvention to UNIDIR and reiterated its recommendation that every effort should be made to secure unrestricted contributions so that the charges to the regular budget could be minimized. (See A/C.5/48/SR.45, para. 69.)

Unforeseen and extraordinary expenses for the biennium 1994-1995

26. At the 45th meeting, the Chairman of the Advisory Committee said that the Advisory Committee had considered the report of the Secretary-General on unforeseen and extraordinary expenses for the biennium 1994-1995 (A/C.5/48/52). The Committee noted that the Secretary-General was requesting changes in a number of existing commitment authorities, including his own. In paragraph 4, he requested that the current authority to commit up to $3 million in any one year of the biennium for the maintenance of peace and security should be increased to $6 million. The Advisory Committee recommended approval of a limit of $5 million. The Advisory Committee agreed with the changes proposed by the Secretary-General in the other commitment authorities, as outlined in paragraph 5, subparagraphs (1) to (5). The Advisory Committee therefore recommended that the draft resolution contained in the annex to document A/C.5/48/52 should be adopted as revised to reflect its proposal for a figure of $5 million in paragraph 1 (a). (See A/C.5/48/SR.45, para. 128.)

Contingency fund: consolidated statement of programme budget implications and revised estimates

27. At the 45th meeting, the Chairman of the Advisory Committee said that the report of the Secretary-General on the contingency fund (A/C.5/48/63) did not include the programme budget implications of the draft resolution contained in document A/48/L.24/Rev.1 on the United Nations New Agenda for the Development of Africa in the 1990s. The statement submitted by the Secretary-General in that connection (A/C.5/48/64, para. 4) indicated an amount of $152,500 as the requirement under section 8 (Department for Policy Coordination and Sustainable Development). Thus, the total amount to be drawn from the contingency fund was $3,955,900 rather than the amount of $3,803,400 proposed by the Secretary-General. The balance in the contingency fund would be $20 million less $3,955,900. (See A/C.5/48/SR.45, para. 130.)

Administrative and budgetary aspects of the financing of the United Nations peace-keeping operations

28. At the 56th meeting, the Chairman of the Advisory Committee said that the Advisory Committee had not considered it necessary to submit comments on the information in document A/C.5/48/69, since it had done so the previous year. Nevertheless, had the request entailed the allocation of additional funds, the Advisory Committee would have formulated its comments.

29. In paragraph 2 of its resolution 48/226 A of 23 December 1993, the General Assembly authorized the Secretary-General to enter into commitments to cover

costs borne by the support account in an amount not to exceed $16 376,250, as recommended by the Advisory Committee in paragraph 34 of its report (A/48/757). However, a problem had arisen in that the figures recommended by the Committee had been accepted in toto, but the total number of posts recommended by the Advisory Committee had not been accepted.

30. Secondly, the issues of principle relating to the posts to be charged to the support account or to the regular budget, particularly those in the Department of Administration and Management, had been considered on a provisional basis, and owing to the delay in submission of the Secretary-General's original report (A/48/470), the Committee had decided to postpone submission of detailed comments on those issues until 1994; that position had been adopted without prejudice to that to be adopted regarding the issues of principle, as indicated in paragraph 7 of the Advisory Committee's report. (See A/C.5/48/SR.56, paras. 32-34.)

Revised estimates under sections 3 (Political affairs), 4 (Peace-keeping operations and special missions) and 11A (United Nations Conference on Trade and Development): United Nations Special Coordinator in the Occupied Territories

31. At the 60th meeting, the Chairman of the Advisory Committee said that, because of the late submission of the report of the Secretary-General, there had been no time to issue the related report of the Advisory Committee. Having considered the report of the Secretary-General, the Advisory Committee recommended that the General Assembly should authorize the Secretary-General, subject to the guidelines for the use and operation of the contingency fund, to enter into commitments in the amount of $1,441,200 gross ($1,140,000 net) under section 4 (Peace-keeping operations and special missions) of the proposed programme budget for the establishment of four temporary posts (one ASG, one D-1, one P-5 and one General Service) for the period from 1 April 1994 to 31 December 1995. The Advisory Committee also recommended that the Assembly should authorize the Secretary-General to enter into commitments in the amount of $130,000 for the period from 1 April to 30 June 1994 for non-post requirements, pending his submission of information to supplement paragraph 15 of the report. (See A/C.5/48/SR.60, para. 24.)

Improving the financial situation of the United Nations

32. At the 66th meeting, the Chairman of the Advisory Committee said that the Advisory Committee's consideration of a question as broad as improving the financial situation of the United Nations, and the Fifth Committee's subsequent debate on the subject, would be facilitated considerably if the report and proposals of the Secretary-General were submitted and discussed in the context of specific agenda items. For example, proposals largely concerned with the regular budget such as those related to the Working Capital Fund, or proposals concerning the scale of assessments for peace-keeping operations, should be discussed when those agenda items were taken up. In the opinion of the Advisory Committee, that approach would minimize confusion and enable the debate and negotiations among Member States to be more productive. Accordingly, it was the intention of the Advisory Committee to come back to the questions of the financial situation relating to peace-keeping operations when the Committee considered the Secretary-General's reports on the peace-keeping Reserve Fund (A/48/622) and on the question of the effective planning, budgeting and administration of peace-keeping operations (A/48/945 and Corr.1).

33. Since it had submitted a number of reports on proposals submitted by the Secretary-General for improving the Organization's financial situation, most of

which related to the regular budget, the Advisory Committee had decided that a further report was not warranted at the present stage. However, an oral summary of the Committee's position on certain recurrent proposals of the Secretary-General might be useful.

34. With respect to the proposal to increase the Working Capital Fund, the Advisory Committee had considered, in its report of 13 December 1990, that an increase in the Working Capital Fund did not constitute "a solution, even a partial one, to the financial difficulties of the United Nations. Moreover, ... implementing such an increase prior to the resolution of the Organization's financial difficulties could lead to a worsening of the situation, since the outstanding obligations of certain Member States might even increase as a result. In any case, to increase current or future assessments while some Member States still owe significant amounts on prior assessments would result de facto in payment by those Member States which have fulfilled their financial obligations to the Organization of the shortfall created by those Member States which have not". d/ The Advisory Committee had recommended that a decision to increase the level of the Fund should be deferred until the principle of payment by Member States of their full financial obligations to the Organization - the underpinning of the financial health of the United Nations - was honoured. e/ By its resolution 45/236 B the General Assembly had taken note of the Secretary-General's proposal and the relevant observations of the Advisory Committee and had decided to revert to the matter at the forty-sixth session. By its resolution 47/215, it again took note of the subsequent views of the Secretary-General and the Advisory Committee on the subject and decided to revert to the question at its forty-eighth session.

35. With regard to the proposal to charge interest on unpaid assessments, the Advisory Committee had stated in its report of 11 December 1991 that "the time has come to seriously consider such a proposal, which may well be an effective disincentive to late payment". f/ However, it had also stated its view that the proposal as contained in the Secretary-General's report g/ was not sufficiently explained and that a detailed proposal which would address the various causes of the problem as well as the modalities of the system envisaged would have to be outlined. In its resolution 47/215, the General Assembly had taken note of the report of the Advisory Committee and in paragraph 10 of the same resolution, had requested the Secretary-General to make proposals for a possible system of incentives for implementation before 1 January 1995.

36. The suspension of the provisions of financial regulations 4.3, 4.4 and 5.2 of the Financial Regulations of the United nations that provided for the return of budget surpluses (unencumbered balances) to Member States following the end of the financial period relating to the regular budget was intended to increase the cash available to the United Nations by enabling it to retain temporarily any budgetary savings that might have resulted. As indicated in the Secretary-General's report, h/ the desired result was achieved only when assessments were paid in full and, in the light of the exceptionally high level of unpaid assessments, the budgetary savings were in fact merely theoretical or "paper cash". However, the mandatory return of even "paper savings" resulted in lower future assessments and had a consequential detrimental effect on the Organization's cash position. Consequently, the Secretary-General had recommended the suspension of financial regulations 4.3, 4.4 and 5.2. The Advisory Committee, in its report, had concurred in the proposal but had emphasized the need to maintain it as a temporary measure on a case-by-case basis. i/ With regard to authority to borrow commercially, the Advisory Committee, in the same report, had considered that "such borrowing would involve payment of interest which could be substantial ... and would thus impose

additional financial burdens on all Member States", j/ as it had indicated in previous reports. k/

37. The Advisory Committee had accepted the establishment of a Peace-keeping Reserve Fund l/ and a $150 million Peace-keeping Reserve Fund had been established by the General Assembly in its resolution 47/217. With respect to the establishment of a peace endowment fund, the Advisory Committee required a policy decision by the General Assembly. m/ Further, the Committee considered that the proposal n/ concerning the General Assembly's appropriation of one third of the estimated cost of each new peace-keeping operation once the Security Council had decided to launch the operation "is not in conformity with the current financial regulations and the budgetary process". o/ Finally, budgeting for peace-keeping operations would be considered by the Advisory Committee shortly in the context of the Secretary-General's report on the effective planning, budgeting and admin stration of peace-keeping operations (A/48/945 and Corr.1).

38. The Advisory Committee understood that a report on improving the financial situation of the United Nations would be submitted by the Secretary-General at the forty-ninth session. The Committee would issue a report at that time. In that connection, he recalled that, in its resolution 47/215, the General Assembly requested the Secretary-General to continue to provide information on the financial situation of the Organization on a regular basis and to include in his reports "information on arrears and outstanding contributions in relation to assessments, on the cash flow situation of the Organization and on any possible additional elements which would enable Member States to be fully apprised of the various aspects of the financing of United Nations activities, including consolidated information on a biannual basis on the amounts owed to each troop-contributing country based on existing data". The Assembly also requested the Secretary-General to "take steps to strengthen, inter alia, through the application of the integrated management information system, the central management of all cash resources available within the Organization, including optimizing the use of available cash, taking into account resources earmarked for discharging unliquidated obligations and those appropriated for implementing multi-year projects under the General Fund".

39. The Advisory Committee had held a meeting with representatives of the Secretary-General to exchange views on the financial situation, in particular in the area of peace-keeping operations. It had been apparent that the concerns that had been expressed and reiterated by the General Assembly in its resolution 47/215 continued to be relevant in 1994. The Advisory Committee trusted that the requests addressed to the Secretary-General in that resolution would be taken fully into account in the preparation of his report to the General Assembly at its forty-ninth session on the improvement of the Organization's financial situation. (See A/C.5/48/SR.66, paras. 21-28.)

Revised estimates under sections 10 (Department for Development Support and Management Services), 15 (Economic Commission for Africa), 16 (Economic and Social Commission for Asia and the Pacific), 17 (Economic Commission for Europe), 18 (Economic Commission for Latin America and the Caribbean) and 19 (Economic and Social Commission for Western Asia)

40. At the 67th meeting, the Chairman of the Advisory Committee said that with respect to the question of revised estimates in connection with the decentralization of activities and resources in the fields of natural resources and energy, the Advisory Committee was recommending that, should the proposals be approved, the transfers between sections should take place as proposed by the

Secretary-General. The transfers would be reflected in the first performance report on the programme budget for the biennium 1994-1995. (See A/C.5/48/SR.67, para. 5.)

Notes

a/ Official Records of the General Assembly, Forty-seventh Session, Supplement No. 7 (A/47/7 and Add.1-17), document A/47/7/Add.11.

b/ Ibid., para. 16.

c/ Ibid., Forty-eighth Session, Supplement No. 7 (A/48/7).

d/ A/45/860, para. 10.

e/ Ibid., para. 11.

f/ A/46/765, para. 9.

g/ A/46/600/Add.1.

h/ Ibid., para. 29.

i/ A/46/765, para. 10.

j/ Ibid., para. 14.

k/ A/36/701 and A/42/861.

l/ A/46/765, para. 12.

m/ Ibid., para. 13.

n/ A/C.5/47/13, annex I.

o/ A/47/565, para. 5.